(Communiqué au Conseil et
aux Membres de la Société.)

N° officiel: C.253. M.125. 1935.XI.
(O.C.1609(1)).
ERRATA.

Genève, le 2 septembre 1935.

SOCIETE DES NATIONS

COMMISSION CONSULTATIVE DU TRAFIC DE L'OPIUM ET AUTRES DROGUES NUISIBLES

Rapport au Conseil sur les travaux de la vingtième session, tenue à Genève du 20 mai au 5 juin 1935

ERRATA

Page 4 du texte français.

b) Tendance générale du trafic illicite.

Au lieu de: "Les saisies effectuées n'indiquent pas un changement considérable dans la direction et l'organisation de la fraude",
lire: "Les saisies effectuées n'indiquent pas un changement considérable dans la direction et l'organisation du trafic."

Page 30 du texte français seulement:

ANNEXE 3. INSTRUCTIONS DONNEES PAR LA COMMISSION CONSULTATIVE A SON SOUS-COMITE DES SAISIES ET A SON SECRETARIAT SUR LA METHODE DE TRAITER LES QUESTIONS DU TRAFIC ILLICITE.

Les deux premiers paragraphes doivent être rétablis comme suit:

"La Commission consultative a exprimé l'avis que les méthodes appliquées jusqu'ici par le Sous-Comité des saisies et par le Secrétariat avaient fait leurs preuves et devaient être maintenues à l'avenir. Le Secrétariat devra, comme par le passé, recueillir tous les renseignements prévus par l'article 23 de la Convention de 1931 *et se procurer auprès des gouvernements intéressés toute information supplémentaire qui pourrait être utile au sous-comité des saisies.*

"Les renseignements communiqués par un gouvernement peuvent être publiés, à moins qu'ils aient un caractère confidentiel. Il demeure entendu ..."

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

Report to the Council on the Work of the Twentieth Session held at Geneva from May 20th to June 5th, 1935

ERRATUM

Page 4 o English text.

(b) General Trend of the Illicit Traffic.

Instead of: "The seizures made reveal no substantial change in the trend and the organisation of fraudulent practices.";
read: "The seizures made reveal no substantial change in the trend and the organisation of the traffic."

Series of League of Nations Publications
XI. OPIUM AND OTHER DANGEROUS DRUGS
1935. XI.2. ERRATA

[Communicated to the Council and the Members of the League.]

Official No. : **C.253.M.125.**1935.XI.
[O.C.1609(1).]

Geneva, June 18th, 1935.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

REPORT TO THE COUNCIL ON THE WORK OF THE TWENTIETH SESSION

Held at Geneva from May 20th to June 5th, 1935

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Series of League of Nations Publications
XI. OPIUM AND OTHER DANGEROUS DRUGS
1935. XI. 2.

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs has the honour to submit to the Council the following report on the work of its twentieth session, which was held at Geneva from May 20th to June 5th, 1935.

All the countries members of the Committee were represented, except Germany, Bolivia and Uruguay.

Japan, having ceased to be a Member of the League on March 27th, 1935, was not represented at the twentieth session of the Committee. Feeling, however, that it would be desirable to retain the co-operation of Japan in view of its importance to the Committee's work more especially in regard to questions affecting the Far East, the Committee asked the Council to invite the Japanese Government to continue to be represented upon it. The Committee had the satisfaction of learning that the Council, at its meeting on May 23rd, had decided to comply with this request. It was also glad to learn from a letter, dated May 29th, 1935, from the Japanese Consul-General to the Secretary-General, that " the Government of Japan has decided, on the understanding that its participation in the work of the Advisory Committee on Traffic in Opium in no way affects its position as a State non-member of the League, to accept the Council's invitation to continue to be represented on that Committee ". The Japanese Government has instructed the Japanese Consul-General, M. Yokoyama, to continue to act as Japanese representative on the Committee.

The Committee learned with regret that M. W. G. van Wettum, who has been the Netherlands Government's representative on the Advisory Committee since 1921, has been relieved of that office at his own request. The members of the Committee, in a joint letter, expressed their great regret at being deprived of his long and valuable assistance, and paid a tribute to him as an administrator, a technician and a tried friend, whose personal and technical qualities had so largely contributed to the progress of the Committee's work from its inception.

The Committee welcomed M. van Wettum's successor, M. J. H. Delgorge, adviser to the Netherlands Government on international opium questions, and a former director of the Netherlands Indies Opium Monopoly Department.

On the Committee's recommendation, the Council has renewed the appointment of the Committee's two assessors, Mr. L. A. Lyall and Dr. de Myttenaere, for one year (from June 1st, 1935, to May 31st, 1936).

PRELIMINARY REMARKS.

Each session of the Advisory Committee bears an individual imprint, owing to the emphasis laid on some particular aspect of its patient and persevering struggle against the abuse of drugs. Frequently, the agenda does not at once reveal the problems on which members will concentrate their attention; they emerge, rather, from the actual discussions.

The last session was dominated by the announcement of China's energetic large-scale campaign to root out opium addiction in the space of six years. At the twentieth session, as will be seen later on in this report, the Committee was informed that the first results of these measures were encouraging.

Two other points, however, were also brought out, which have an important influence on the direction given to the Committee's activities.

In the first place, the development of the illicit traffic brought the Committee to a fresh stage in its campaign against this traffic, and this campaign is changing more and more into a direct attack on clandestine manufacture.

In the second place, after a long discussion, the Committee reasserted its right to obtain all information concerning the clandestine trade and manufacture as quickly as possible and communicate such information, without awaiting the complete details that Governments or judicial enquiries may be able to provide.

It should also be mentioned at the outset that for the first time the Committee attempted to draw up a general programme for studying the problem of addiction to drugs derived from hemp (*Cannabis sativa*).

This report must therefore deal primarily with these outstanding points, and only secondarily with the other subjects which were discussed at the twentieth session. The first question considered will be that of clandestine manufacture.

I. MEASURES AGAINST CLANDESTINE MANUFACTURE.

The Committee expressed great concern at the very serious nature of the present position, as emphasised in the report of the Sub-Committee on Seizures. While the tightening-up of national and international control has reduced lawful manufacture to the level of world needs, the illicit traffic has not decreased, as is illustrated more particularly by the fall in prices on the clandestine market. Consequently, that market is being largely supplied by clandestine manufacture, which is developing in an increasing number of countries, both Western and Eastern, even where there is an effective system of control.

This is the outstanding feature of the present situation.

Serious as the position is, however, it is not, in the Committee's view, irremediable. The Committee's work would only be endangered if it was content to accept this situation as a *fait accompli*. Suitable and energetic steps are, however, required. There is one urgent need — that the Committee should meet this offensive by a more systematic organisation of its campaign. It is essential that there should be a concerted plan based on closer and more active co-operation between the Committee, the Governments and the police forces. That will henceforward be one of the Committee's imperative and fundamental duties.

The Committee was therefore unanimous in adopting the Italian representative's proposal that the question of the action to be taken by Governments to detect illicit manufacture should be placed on the agenda of the next session, and that the Secretariat should be instructed to collect the necessary material.

The representative of Italy and several other members of the Committee emphasised the various aspects involved in this enquiry : the possibility of forming special police forces with adequate powers and funds to detect clandestine establishments ; the necessity of inflicting severer penalties and adopting concerted measures between Governments to keep traffickers under constant supervision or segregate them from the general community, on their discharge from prison ; and the exercise of supervision inside the prisons. At the same time, in order to prevent the spread of addiction — which is finding its way into circles hitherto immune, especially among young people — educational and moral training should not be neglected.

The Spanish representative asked the Secretariat to study the available information in order to arrive at an estimate of the approximate productive capacity of the clandestine factories discovered and to indicate the kind of drugs manufactured.

The representative of Poland called attention to the fact that one way of counteracting the illicit traffic was to diminish the demand for illicit drugs by reducing addiction. He therefore advocated closer co-operation with the medical profession for the purpose of bringing certain types of addicts back to a normal life, as is successfully done in Canada, and a system of census-taking and registering addicts, whereby the amount of their needs of drugs would be known ; this might be based on the system now in operation in Japan, where all doctors treating addicts must notify the authorities of the fact and furnish a return of prescriptions given.

The representative of Spain supported these views, and, on his proposal, the Committee instructed the Secretariat to submit, also, a survey showing all the figures in its possession relating to the question of addiction (registration of addicts, extent of addiction, etc.).

II. ILLICIT TRAFFIC.

(*a*) Report of the Sub-Committee on Seizures.

The Committee approved, with certain amendments, the report of the Sub-Committee on Seizures as well as a supplementary report which are appended to this report (see Annexes 1 and 2, pages 16 and 29).

When considering the Sub-Committee's report, the Committee had a long discussion in plenary session on the best procedure to follow in examining cases of seizure and drawing up the report on illicit traffic.

The Committee concluded that the method that had so far been followed had proved its worth, and that the principle of widest publicity in regard to the Committee's work should be upheld. The Committee must continue to be the forum where questions connected with the illicit traffic are discussed in the full light of day, with the complete co-operation of the Governments, whose ally it is in the campaign against narcotic drugs.

The Committee decided that the Secretariat should, as hitherto, collect all the necessary material, and study it with a vew to obtaining from Governments any further particulars that might be useful to the Sub-Committee on Seizures. On the basis of that material, the Sub-Committee should

draw up its report to the Committee on the same lines as hitherto, calling the Committee's attention to general questions in order to bring out the main trends of the traffic and the problems that it raises, and reporting without delay specific cases of seizure or smuggling, a knowledge of which is valuable to Governments in their concerted campaign against the illicit traffic. Before a case is made public, the Secretariat will, as usual, make every endeavour to consult the representative of the country concerned, and, as a general rule, when a case is brought to the Secretariat's notice, it will refer it to the Government concerned for observations. While, however, it is essential that Governments should have an opportunity of making observations, it is equally important, if the work is to be performed satisfactorily and the desired results are to be obtained, that the Secretariat should not have to await replies from Governments before revealing to the Advisory Committee or the Sub-Committee on Seizures information which in many cases depends for its value on the speed with which it is communicated. (Compare instructions to the Sub-Committee on Seizures adopted by the Advisory Committee, Annex 3, page 30).

(*b*) General Trend of the Illicit Traffic.

The seizures made reveal no substantial change in the trend and the organisation of fraudulent practices. Reference is made to the report of the Sub-Committee on Seizures (Annex 1).

(*c*) Statistics of Acid Acetic Anhydride and Caffeine.

The Committee discussed this question both in the Sub-Committee on Seizures, whose report mentions the point, and in the plenary Committee, on the basis of document O.C.1593, which reproduces and analyses the statistics so far received by the Secretariat regarding the imports and exports of these two chemical products used for the clandestine manufacture of diacetylmorphine (heroin) and narcotic pills.

The Committee decided to continue compiling and issuing these statistics.

The plenary Committee's attention having been specially drawn to the passage in the annual report for 1934 of the municipal council of the Shanghai International Settlement urging that imports of caffeine and acid acetic anhydride should be restricted in view of their being used for the clandestine manufacture of narcotic drugs, the Committee asked its members to obtain before the next session the views of their Governments on this subject, so that the whole question could be rediscussed with a full knowledge of the facts.

(*d*) Illicit Traffic by Air.

The Advisory Committee examined the general question of illicit traffic by air on the basis of a memorandum on the subject prepared by the Secretariat (document O.C.1588). This memorandum, compiled on the basis of the replies of Governments to the Secretary-General's Circular Letter 33.1934.XI, of March 23rd, 1934, contains a summary of the supervisory measures applied by the Customs and police authorities to air navigation in the various countries. It describes certain difficulties met with in effecting this supervision, more particularly in controlling forced landings and private aircraft, and makes certain suggestions as to how these can be remedied.

The Committee noted with keen interest the additional information supplied by the representative of the United States of America on the organisation of armed and equipped air patrols furnished with wireless apparatus which are used for putting down smuggling on all the frontiers of the United States of America.

At the conclusion of its discussions on the subject, the Advisory Committee resolved to ask the Transit Section to bring the document in question to the notice of the International Commission for Air Navigation and to request it to express an opinion on the points raised by the Advisory Committee and suggest the methods it considered most appropriate for tightening up supervision of air navigation.

(*e*) Part played in the Illicit Traffic by Forwarding Agents.

The Committee had before it the Secretariat's note on this subject (document O.C./Confidential/2(*a*)) containing certain recommendations on this question and the observations made by members of the Committee, from which it appears that forwarding agents, whether implicated or not, play an important part in the illicit traffic and that it would be advisable for the Advisory Committee to draw the attention of Governments to this point.

The Committee accordingly decided to transmit this document to Governments for their information.

(*f*) Use of Postal Facilities in the Illicit Traffic.

The information which has reached the Advisory Committee from various sources shows that traffickers take advantage of the facilities offered them by the mails to despatch drugs illicitly by letter-post and in books and newspapers. This traffic would sometimes appear to be systematically

organised and is tending to spread. The representative of the United States of America mentioned, *inter alia*, that he had reason to believe that opium and other drugs were regularly forwarded clandestinely by post to the United States from Hong-Kong and from Canton and other places in China. He mentioned the case of a seizure of packets containing 21 000 " anti-asthma " cigarettes from Europe which consisted of crushed poppy-heads, and had a 0.137 % content of anhydrous morphine.

The Committee's attention was also drawn to the use made by traffickers of post-boxes.

Being anxious to discover ways of remedying the difficulties connected with the supervision of the mails, the Committee, while drawing attention to this question immediately, proposes to re-examine it as a whole when it is in possession of the data which the Secretariat is now collecting.

(*g*) Conference to consider a Draft Convention for the Suppression of the Illicit Traffic.

The replies received from the Governments to the second consultation regarding the draft Convention (document C.199.M.109.1935.XI) have been laid before the Council; they show that a large majority of the Governments are favourable to the conclusion of such a Convention and recognise that the draft in question constitutes a suitable basis for the proceedings of the Conference.

The Committee was happy to learn at its present session that, on May 22nd, 1935, the Council, on the proposal of its Rapporteur, the representative of Portugal, expressed the opinion that the Conference should take place in June 1936, the final date to be fixed by the Council at its session in January 1936, and, in the meantime, entrusted a special Committee of Experts with the work of revising the text with a view to overcoming the difficulties to which certain Governments have drawn attention and giving effect to the wishes of several Governments in other respects.

III. SITUATION IN THE FAR EAST.

The Committee examined in plenary meeting, on the one hand, the situation in China resulting from the application of the new regulations concerning opium and manufactured drugs as described by the Chinese representative, and, on the other hand, the question of collaboration between the Chinese authorities and the foreign authorities concerned with a view to the application of Chapter IV of the Hague Convention. The latter question was also discussed by the Permanent Sub-Committee on China.

(*a*) Situation in China.

The Chinese representative laid before the Committee various memoranda, which have been reproduced in the O.C.1597 series of documents, relating, amongst other subjects, to the position at Nanking, Shanghai, Tientsin and in the Province of Kiang-su.

The Committee was keenly interested in an important statement by the Chinese representative regarding the position in the other parts of the country and on the new measures of a general character which have been taken with a view to supplementing and extending the action provided for in the regulations communicated at the last session (documents O.C.1576 and 1576 (1)).

These measures relate to manufactured narcotic drugs, the cultivation of the opium poppy and the use of prepared opium, disintoxication hospitals, propaganda, etc.

As regards clandestine manufacture and the traffic in and use of manufactured narcotic drugs, the regulations issued on May 11th, 1934, have been applied in the majority of the Chinese provinces, and in 1934 the death penalty was given in 263 cases (18 cases of illicit manufacture, 213 of sale, 26 of transport and 6 cases of addicts who again succumbed to their vice after being cured). These sentences were passed and executed at Nanking, Peiping, Shanghai and Hankow, and in the provinces of Chekiang, Anhwei, Kiangsu, Shantung, Shansi, Shensi, Honan, Kiangsi and Chahar.

In April 1935, moreover, the Chinese Government issued new regulations (document O.C. 1606) supplementary to those of May 1934, fixing time-limits for the campaign against the abuse of manufactured drugs and laying down graded penalties for certain delinquents. Thus, all drug addicts [1] are required to undergo disintoxication treatment during 1935. In the case of drug addicts detected in 1935, treatment will be compulsory. Any further addicts detected in 1936 will not only be compelled to undergo the treatment in question, but will further be sentenced to not less than five years' imprisonment. From 1937 onwards, the penalty inflicted for non-medical use of manufactured drugs will be death or lifelong imprisonment. It is hoped that this gradual increase in the severity of the punishment will induce all drug addicts to undergo an adequate course of treatment in 1935 of their own free will.

In this way, the Chinese Government expects, with regards to manufactured drugs, that by 1937 all drug addicts will have been cured, and manufacture and illicit traffic brought to an end.

As regards the measures connected with the cultivation of the poppy and the use of prepared opium under the new regulations, the " inner " provinces — that is to say, the provinces in which

[1] Throughout this report, the term " drug addicts " only refers to consumers of manufactured drugs, " opium-smokers " being referred to as such.

the cultivation of the poppy is to be immediately prohibited — are deemed to include the following: Honan, Hupeh, Anhwei, Kiangsi, Hunan, Kiangsu, Chekiang, Fukien, Hopeh, Shantung and Shansi. The following provinces are authorised to cultivate the poppy, provided that the extent of such cultivation is gradually reduced year by year : Shensi, Kansu, Szechuan, Yunnan, Kweichow, Chahar, Suiyuan and Ninghsia. Provision is made for inspection and, when necessary, the despatch of military forces to make sure that the poppy has not been replanted.

In the case of the provinces of Shensi and Kansu, the cultivation of the poppy must be brought to an end within three years; in the case of the other "frontier" provinces, the maximum period is six years.

As regards opium-smokers, the new regulations provide that they must all register within six months. After 1935, no further registrations will be permitted and any smokers detected are to be compelled to undergo disintoxication treatment. The number of smokers registered in 1935 is to be used as a basis for the annual reduction of the number of smokers, the reduction being so carried out as to ensure that by the end of 1940 all the smokers registered in 1935 will have been cured of their vice. The Province of Kiangsu has taken steps to put an end to the use of prepared opium in its own territory as early as 1938.

Opium purchases and the number of hongs and places of sale will gradually be reduced so as to keep pace with the reduction in the number of smokers.

The Chinese Government has founded special hospitals for the treatment of addicts throughout China. These hospitals are 597 in number, a figure which will be increased in 1935. According to published statistics, 81 344 smokers and drug addicts have been cured, but in reality the number of cured is even higher, as many hospitals have not yet supplied data, and, moreover, many opium-smokers have cured themselves in their homes without going to hospitals.

The Chinese Government has, lastly, enacted a number of measures designed to set on foot an extensive educational movement against the use of narcotic drugs: mass demonstrations, public meetings directed by high officials, teaching in schools, distribution of posters and leaflets and newspaper publicity.

As evidence of the tangible results already achieved through the application of this programme, the Chinese representative communicated to the Committee various memoranda reproduced in document O.C.1597 (Series), and mentioned in his statement that, even in Szechuan, a large number of opium divans were closed in March of this year and that in Yunnan, where, according to the reports of the provincial authorities, the production of opium has fallen in the course of the last five years from 4 000 000 to 2 000 000 taels (approximately 75 000 kg.), the Provincial Government in January 1935 took into consideration a scheme for the suppression of the cultivation of the poppy within three years, together with the substitution of the revenue from the salt tax for that hitherto derived from opium.

The campaign against the drug evil is being vigorously conducted by General Chiang Kai-chek, who was recently appointed Inspector-General for the suppression of opium, and who considers that the abolition of this evil is one of the essential conditions of national reconstruction.

Lastly, the Chinese representative emphasised the importance for his country of the co-operation in this sphere of certain neighbouring Powers, and requested their support in stamping out the centres of illicit production and the traffic still to be found in Chinese territory which is not under the administration of the Chinese authorities.

The Committee paid a unanimous tribute to the determined efforts which were being made by the Chinese Government, and which, if productive of the results which may be expected of them, will mark the beginning of a new era in the history of China and also react favourably on the rest of the world.

The Spanish representative drew the Committee's attention to a resolution recently adopted by the National Christian Council in China bearing witness to the efforts of the Chinese Government in its campaign against the abuse of narcotic drugs. The French representative emphasised specially the progress made by the complete suppression of poppy cultivation in Fukien.

Certain members of the Committee emphasised the difficulty and the magnitude of a task which involved the necessity of dealing with large numbers of opium-smokers and drug addicts and reserved their judgment until a sufficient time had elapsed for it to be possible to arrive at a well-informed opinion on the system. Reservations were made regarding the methods employed, more particularly the application of the death penalty to drug addicts reverting to their former practices and in 1937 to all addicts detected. Nevertheless, the wholesale curing of more than 81 000 opium-smokers and drug addicts in a single year is an exceptionally satisfactory result, and the Committee is happy to record the hope which it holds out for the future.

On the other hand, the Chinese Government's attention was drawn, more particularly by the representative of the United States of America, to the desirability of supplying fuller information in the annual report in regard to such matters as the clandestine manufacture of narcotic drugs and the opium traffic within China, the activities of the Opium Imports Bureau at Hankow and the taxes levied on opium inside the country. The Chinese Government was also requested to communicate any statistics which it might have in its possession regarding raw and prepared opium and other narcotic drugs.

The representative of China informed the Committee that, in future, this information would, as far as possible, be supplied.

In reply to the Chinese representative's statement regarding the importance of co-operation on the part of the foreign Powers, the Japanese representative and several members of the Committee gave an assurance that their Governments would do everything in their power to facilitate the Chinese Government's task.

As to the position in Manchuria and Jehol — with regard to which certain Governments had been requested in the Circular Letter 27.1934.XI, of March 16th, 1934, to furnish information in accordance with the Advisory Committee's recommendation as approved by the Council — the Committee decided to adjourn the discussion of this question until its next session pending the receipt of further replies.

(*b*) Collaboration between China and the Treaty Powers with a view to the Application of Chapter IV of the Hague Convention.

The Committee adopted the report of its permanent Sub-Committee for the application of Chapter IV of the Hague Convention with regard to the co-operation maintained between the Chinese Government and the authorities of the foreign concessions, settlements and leased territories in China, and noted with satisfaction the first results of such co-operation. This document (document O.C.1608) is annexed to the present report (Annex 4, page 31).

IV. SITUATION AS REGARDS CONTROL OF CANNABIS (HEMP) AND DRUGS DERIVED FROM CANNABIS.

The very promising improvement in the position in China encourages the Committee to go more thoroughly than has hitherto been the case into the problem of cannabis, commonly known as "hemp", "Indian hemp", "hashish", etc., which is also employed in the form of a prepared herb which can be smoked, chewed, or more discreetly introduced into various preparations, beverages, electuaries, confectionery, etc.

The special Sub-Committee on cannabis, set up at the Committee's last session, has begun by outlining its future programme in the report approved by the Committee and annexed to the present report (Annex 5, page 32).

This programme involves the extension of the Committee's activities to an entirely new sphere as regards both legislative matters and chemical and medical research. From the latter standpoint, the Committee has been happy to take note of the report of Dr. de Myttenaere, one of the assessors, re-asserting the value of Beam's reaction for the detection of cannabinol and submitting a first communication on a method for the assay of this substance.

V. RATIFICATION OF CONVENTIONS.

The Committee has noted with satisfaction the increase in the ratification of conventions.

Since the accession of Turkey in 1933 to the Hague Convention of 1912, the total number of countries parties to that Convention is fifty-nine.

Since 1933, five countries have acceded to the *Geneva Convention* of 1925 — namely, Turkey and Chile in 1933, Honduras and Ecuador in 1934 and Costa Rica in 1935 — which brings the number of countries parties to this Convention up to fifty-two.

As regards the *Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs* of 1931, nine countries ratified in 1932, thirty-one ratified or acceded to it in 1933 and nine in 1934, while in April 1935, two countries, Ecuador and Panama, also acceded to the Convention. Estonia and New Zealand have just informed the Secretariat of their ratification. Finally, the Japanese representative announced at the present session that Japan had just ratified the Convention (April 17th) and that the instrument of ratification had been deposited at the Secretariat on June 3rd, 1935. The total number of parties is thus increased to fifty-four.

By 1928, all the countries (seven) qualified to become parties to the *Geneva Agreement of* 1925 *for the Suppression of the Manufacture of, Internal Trade in and Use of Prepared Opium* had ratified that instrument.

As regards the *Agreement relating to the Suppression of Opium-Smoking*, signed at Bangkok on November 27th, 1931, three countries ratified it in 1933 (United Kingdom, France and the Netherlands) and two others in 1934 (Portugal and Siam).

The Committee expresses the hope that the two other countries, Japan and India, which have not yet ratified this Agreement will be able to do so in the near future, so that the Agreement may enter into force in accordance with the provisions of Article VI.

During the discussion on the annual report of Iran, one of the countries which have not yet ratified the Hague and Geneva Conventions, the Committee's attention was drawn to the abnormal situation ensuing from the fact that Iran reported exports of raw opium to China amounting in 1933 to 119 406 kg., whereas the latter country has officially prohibited the importation of raw opium into its territory.

The Advisory Committee, realising the importance, from the point of view of the objects for which it is working, of terminating a situation which leads to increase the illicit traffic, while at the same time recognising that the Iranian Government is not legally bound by the International Conventions of The Hague and Geneva to which it is not a party, is convinced that the Government of Iran nevertheless regards itself as bound by a moral obligation to join in the efforts of the international community in its struggle against the drug evil. The Committee therefore addresses an urgent appeal to the Iranian Government not to delay its ratification of the International Opium Conventions of The Hague (1912) and Geneva (1925).

The Committee was gratified to learn from a statement made by the Iranian representative that his Government was considering an early ratification of the Conventions and that a favourable result was thus in sight.

At the same time, the Advisory Committee expresses the hope that the Chinese Government, on its side, will adopt all such measures as may be necessary to increase the efficiency of its control so as to prevent effectively the importation of Iranian opium into its territory.

VI. CONSIDERATION OF ANNUAL REPORTS.

The Committee devoted several meetings to the examination of the annual reports of Governments for 1933, which enabled the members to furnish explanations as to the various aspects of the drug situation in their respective countries.

The Introduction to the Summary of Annual Reports of Governments (document O.C.1585) shows that the Secretariat received for 1933 in all 126 annual reports, eighteen of which related particularly to prepared opium and were drawn up in accordance with the new form of report (document O.C.1422(*c*)(2)) for countries or territories where the use of prepared opium is temporarily authorised.

The Committee noted with satisfaction that for the year 1933 the League received annual reports for the first time from three countries—namely, Afghanistan, the Irish Free State and Newfoundland — and from six foreign concessions in China — namely, the French Concessions at Shanghai, Hankow and Tientsin, the Italian Concession of Tientsin, and the Japanese Concessions at Hankow and Tientsin.

The Committee studied with great interest the synoptic tables annexed to the Summary of Annual Reports.

In particular, it expressed great satisfaction at the inclusion of two new tables containing the information supplied in reply to the new form for the annual reports on prepared opium. One of these tables contains a summary of the information received for 1933 with regard to the number of retail shops, smoking establishments, persons prosecuted, sentenced or acquitted, statistics of dross and seizures and stocks of raw and prepared opium at the end of 1933. The other gives, for 1933, statistics of the gross and net receipts of the opium monopolies and of the expenditure arising out of the control of consumption of prepared opium and of the campaign against the opium-smoking habit.

The Committee observed the following points with regard to the position in certain countries.

Latin America.

The Advisory Committee noted with regard to Latin America that, for 1933, the Secretariat had received reports from Costa Rica, Nicaragua and Uruguay only.

The Sub-Committee on Seizures also pointed out in its report that there was an almost total absence of information as to the illicit traffic in the Latin-American countries, which do not supply reports on individual cases of illicit traffic, with the exception of Uruguay.

The Committee's attention had already been drawn in the past to the small number of Latin-American countries that send in annual reports, and, in pursuance of a recommendation made by the Committee and approved by the Council, the Secretary-General sent a Circular Letter on November 29th, 1934, to the Governments concerned, asking them to facilitate the Committee's work by forwarding the said reports.

The Committee is greatly concerned to find that this state of affairs, which threatens to make its task difficult by depriving it of information relating to a considerable part of one continent, is becoming worse. It regrets this more particularly because the majority of the States in question are parties to the three principal drug conventions, since seventeen out of twenty are parties to the 1931 Limitation Convention and are thus under an obligation to furnish annual reports, and also, since it attaches great importance to the co-operation of the Latin-American States which have given the Committee tangible proof in other fields of activity of the interest they take in the cause for which it is fighting.

For this reason, the Committee unanimously adopted the following resolutions :

"The Advisory Committee on Traffic in Opium and Other Dangerous Drugs.

"Noting that out of the twenty countries of Latin America only three—namely, Costa Rica, Nicaragua and Uruguay — have forwarded annual reports for 1933, but that, on the other hand, Guatemala and Venezuela have already forwarded their reports for 1934 ;

" Being concerned at the aggravation in recent years of a state of affairs which deprives it of valuable information, the basis of its work, for a considerable part of a continent whose important contribution, in other directions, to the work it is carrying out is appreciated by it;

" Recalling the Committee's previous recommendation, which was approved by the Council on September 7th, 1934, and communicated by a Circular Letter dated November 29th, 1934, to the Governments concerned, that they should facilitate the Committee's work by forwarding the said reports :

" Requests the Council to make a further urgent appeal to the spirit of solidarity and international co-operation, of the Latin-American States that do not send in reports regularly and call upon them not to fail to do so in future, and, in particular, to point out to the States parties to the 1931 Convention that, under Article 21 of the said Convention, the parties are under an obligation to forward annual reports. "

In this connection, the Committee wishes to point out that it has noted with great interest the very full annual report of Uruguay and, in particular, the rules laid down by the Drug-Addiction and Drug-Traffic Control Board, as well as the measures taken to ensure very strict control over the use of diacetylmorphine (heroin) with a view to its possible suppression.

The Committee noted with satisfaction that the seventh Pan-American Conference at Montevideo had adopted an important resolution, on the proposal of Uruguay, recommending to the Governments a number of measures for making control over the traffic in narcotic drugs more strict, suppressing illicit traffic, securing more treatment of drug addicts and promoting an educational campaign.

France.

The head of the French Narcotics Bureau drew attention to the Order of September 15th, 1933, relating to the limitation of the manufacture and distribution of narcotic drugs. This decree fixes the " maximum quantities " which manufacturers may have in their possession. Deliveries are made from these stocks, which are replenished only by authorisation of the Narcotics Bureau after the position in each factory has been examined.

The Order also fixes the " maximum quantities " which may be delivered annually. By means of this system, a strict and, at the same time, flexible system of limiting manufacture is obtained. The special feature of the Order of 1933 is that all " maximum quantities " indicated as not having to be exceeded by the factories manufacturing opium and coca-leaf alkaloids, whether in respect of deliveries or of stock, are expressed in terms of morphine base or cocaine base. The quantity fixed for deliveries of morphine base, which was 2 500 kg. for the last five months of 1933, was not reached, deliveries being about 200 kg. below this limit. The quantity fixed for deliveries of cocaine base, which was 250 kg., was far from being reached, deliveries being about 100 kg. below that figure. In these circumstances, the French Interdepartmental Committee for the Control of Trade in Narcotic Drugs fixed an average quantity of 500 kg. per month for deliveries expressed in terms of morphine base, or 6 000 kg. for 1934. With regard to deliveries expressed in terms of cocaine base, it has reduced the average quantity of 50 kg. per month fixed for 1933 to about 33 kg., or 400 kg. for 1934. These provisions were approved by an Order dated February 3rd, 1934, and similar provisions have been made for the year 1935 by an Order dated February 17th, 1935.

Poland.

The Advisory Committee noted with great interest that, under Article 9 of the Polish Penal Code, trafficking in narcotic drugs is regarded by the law as a *delictum juris gentium.*

Egypt.

The Committee noted with great satisfaction the important and detailed report furnished by the Egyptian Government for 1934, and the Egyptian representative's statement that there had been a considerable improvement in the situation in that country. Contrary to what had previously been the case, no important seizures were effected during the year, although there was still a vey large number of small traffickers carrying on their activities in the ports and towns. Moreover, the following statistics showed that there had been an appreciable decrease in the number of traffickers and drug addicts : in 1929, the Government prisons contained 7 245 individuals—1 564 traffickers and 5 681 addicts—who had committed offences against the narcotics laws; on October 1st, 1931, the total was 7 209—4 327 traffickers and 2 882 addicts; on October 1st, 1934, the grand total was 3 253, of whom 2 815 were traffickers and only 438 addicts, thus showing a reduction of 4 000 since 1929 in the number of prisoners and of more than 5 000 in the number of addicts—*i. e.*, the proportion of addicts to the total number of prisoners had fallen from 78%

in 1929 to 14% in 1934. Addiction to white drugs, which formerly ravaged the agricultural and working classes, was now confined to the middle classes in the towns.

Similarly, the position had improved considerably as regards illicit traffic. The Egyptian representative paid a cordial tribute to the effective and vigorous methods which were at present being employed in French mandated territory in Syria and Lebanon to prevent the cultivation of hashish and to investigate and discover cases of illicit traffic. He emphasised the difficulties which the authorities were still experiencing in combating this age-old traffic, as shown by the recent seizure of 3 000 kg. of hashish made by them in the neighbourhood of Hama.

The Egyptian representative also gratefully acknowledged the collaboration of the Turkish police and the energetic steps taken by the Turkish Minister of Health, who had just communicated particulars of an important seizure of Turkish hashish coming from Broussa.

The Egyptian Government was also grateful to the Greek Government for applying the law concerning the handing over to the authorities of stocks of hashish, which had removed 84 tons of this substance from the market.

The Egyptian representative asked for the co-operation of the Greek Government with a view to considering the possibility of overcoming the difficulties resulting from the provisions of the Greek law, in accordance with which no police authority, even if it had a warrant for the arrest of an offender, could enter a house between sunset and sunrise.

The Egyptian representative stressed the fact that the improvement in the situation was not sufficient to allay all anxiety in regard to the future, as the very large number of prisoners guilty of offences against the narcotics laws who left prison every year might easily become traffickers or addicts again, unless adequate measures were taken. From 1929 to the end of 1934, 30 997 Egyptians had been sentenced to imprisonment for periods varying from six months to five years; this figure gave some idea of the scourge which narcotics represented to Egypt. He therefore considered it his duty to draw the special attention of the members of the Committee to the necessity of urging their Governments to come to Egypt's assistance; he emphasised the importance of setting on foot in the various countries a police organisation possessing the resources and funds needed to combat the illicit traffic effectively.

Syria.

The French representative gave a formal assurance that hemp was no longer cultivated in Syria and that there were no stocks in that country. Only insignificant quantities could have escaped the control of the administration. In this connection, he stated that a Decree had been promulgated on August 28th, 1934, which not only prohibited the cultivation, possession and stocking of hemp, but also enabled the authorities, under Article 38, to make searches merely on suspicion. Thanks to this system of searches, to the rewards given to informers and to the infliction of severe penalties up to a maximum of two years' imprisonment and a fine of £500, very effective control over hemp was being exercised in Syria under the direction of the central police service, which at once communicated to the High Commissariat full particulars regarding seizures. The French representative added that when the Supervisory Commission was informed last June that hemp was being cultivated in the Hauran, it at once ordered it to be burnt.

Straits Settlements and Malay States.

During the discussion of the report on prepared opium relating to the Straits Settlements and Malay States, the United Kingdom representative read a detailed memorandum concerning the measures taken which had led to an improvement in the situation in those countries as regards the suppression of the use of opium for smoking purposes. The opium dens had gradually been abolished and, according to the information furnished, there would be no public divan of any kind in any part of Malay after June 1935, and it was the policy of all the Governments of Malay to refuse to authorise the opening of divans in future.

The important results obtained in the campaign against the use of opium for smoking were largely attributable to the measures taken to promote the social development of the population with a view to combating its opium-smoking tendencies : sports had been encouraged; amusement centres, cinemas, theatres, etc., had been established; steps had been taken to clear the slums, to improve the medical services providing free treatment for sick persons, and also to improve the public health and child welfare services, etc.

The Committee was gratified to note the satisfactory results obtained in these territories.

Netherlands Indies.

The Committee also expressed its appreciation of the measures taken by the Netherlands Indies Government to combat the opium scourge by improving social conditions. In particular, it stressed the importance of the scientific and medical research undertaken with a view to the treatment of smokers and their supervision after they had been cured.

VII. SYSTEM OF IMPORT CERTIFICATES AND EXPORT AUTHORISATIONS.

The Committee examined a series of documents, O.C.1535 (*a*), (*b*) and (*c*), concerning the application by Governments of the system of import certificates and export authorisations, and also document O.C.1535 (*d*) dealing with the question as a whole and containing certain suggestions which might be submitted to Governments with a view to perfecting the system.

The Committee entrusted the study of these suggestions to a Sub-Committee. After having noted the report of the Sub-Committee, which is annexed (Annex 6, page 34), the Committee accepted the recommendations contained therein, which will be communicated to Governments, together with certain parts of document O.C.1535 and the table which appears as Annex IV to the Summary of Annual Reports, and which contains certain information on the application of the import and export certificate system in various countries.

The Committee had before it correspondence exchanged with the Government of the United States of Brazil in regard to the application of the system of import certificates (document O.C./Confidential/10). On the suggestion of the Polish representative, the Committee instructed the Secretariat to convey to the Brazilian authorities its high appreciation of the detailed information which they were good enough to supply. It expressed the hope that the Brazilian authorities would continue this useful collaboration, thereby enabling all the complicated questions regarding the application of the Conventions to be cleared up.

VIII. QUESTIONS ARISING OUT OF THE LIMITATION CONVENTION.

(*a*) Application of Article 10 concerning Exports and Imports of Diacetylmorphine (Heroin).

Certain difficulties inherent in the application of Article 10 of the Limitation Convention had already been submitted to the Committee at its nineteenth session.

The information on this subject which had reached the Secretariat since the last session and the particulars furnished during the discussion show that the principal diacetylmorphine exporting countries—namely, Germany, France, the United Kingdom and Switzerland—have, up to the present, found that only a very small number of importing countries have complied with the provisions of paragraph 2 of Article 10.

The main question submitted to the Committee was whether the provisions of paragraph 2 of Article 10, in accordance with which no contracting party may authorise the export of diacetylmorphine except "on the receipt of a request from the Government of any country in which diacetylmorphine is not manufactured" necessarily involved a special request *from one Government to another*, and whether, for instance, the import certificate furnished by the Government could not take its place.

The Advisory Committee considers that, if the stipulations of the Model Code are strictly observed, the question settles itself. This is in accordance with the text of the Convention which provides that the contracting party, before authorising export, shall receive a request to that effect from the Government of the importing country and that this request must be accompanied by an import certificate. Moreover, the drug must be consigned to the Government department indicated in the certificate; it cannot be consigned to a private firm.

The Committee finally adopted the following resolution :

"The Advisory Committee,

"Notes the efforts made by the countries which export diacetylmorphine to apply the provisions of Article 10 of the Limitation Convention of 1931 :

"Observes that an exporting country cannot carry out the provisions of paragraph 2 of Article 10 of the Convention unless the Government of the importing country carries out its obligation under that article of making a formal request asking that the export should be permitted, and of forwarding to the Government of the exporting country this request, together with an import certificate in which the Government department to which the drugs should be consigned is clearly designated;

"Requests the Secretariat to write to the Governments of all countries importing or exporting diacetylmorphine, drawing their attention to the terms of the above-mentioned article."

(*b*) Study of Methods employed in compiling Statistics of Consumption.

The Committee had before it a report by the Secretariat analysing the replies received from Governments concerning the methods they have adopted in compiling statistics of consumption (document O.C.1487 (*a*)).

The Committee decided not to express its opinion on the matter until it was in possession of the observations of the Permanent Central Opium Board and of the Supervisory Body.

The Committee authorised the Secretariat to request Governments that have furnished too general or inadequate information to supplement these data.

(*c*) Interpretation of Article 13, Paragraph 2(*b*).

The Committee considered the interpretation given by the Health Committee to the phrase " compounds suitable for normal therapeutic use " in Article 13, paragraph 2(*b*), of the 1931 Limitation Convention. The Health Committee considers that :

> " In the case of dry preparations (pills, tablets, etc.) containing codeine and dionine, those which contain not more than 0.1 grm. of either substance (this being the highest of the maximum doses prescribed in the majority of pharmacopœias) might be regarded as ' suitable for normal therapeutic use ', while in the case of solutions the definition is applicable to those in which the proportion included does not exceed 10 per cent ; . . . "

The Committee was specially impressed by the observations of the representatives of the United States of America and Canada, who expressed the fear that the foregoing formula might be taken by Governments as authorising the export, uncontrolled and unaccompanied by any export or import certificate, of preparations such as codeine tablets consisting either exclusively of codeine or of a large proportion of codeine associated with an inert substance. In view of the new position that has arisen since the Limitation Convention—viz., concurrently with the growth of the medical use of codeine as a morphine substitute—the possibility that, according to observations in certain countries, codeine may also be substituted for morphine as a drug of addiction, the Committee considered that greater precision should be given to the Health Committee's interpretation in order to prevent any infringement of the spirit of the Limitation Convention. It adopted the following report and resolution submitted to it by a Sub-Committee appointed to study this question :

> " The Advisory Committee discussed the question of the exemption from the import certificate system, under Article 13, paragraph 2, of the Limitation Convention, of compounds of codeine and dionine adapted to a normal therapeutic use. With a view to securing uniformity in the application of the Convention, it decided to recommend to Governments the acceptance by them of the following resolution passed by the Health Committee at its twentieth session :
>
> > " ' The Health Committee considers that, in the case of dry preparations (pills, tablets, etc.) containing codeine and dionine, those which contain not more than 0.1 grm. of either substance (this being the highest of the maximum doses prescribed in the majority of pharmacopœias) might be regarded as " adapted to a normal therapeutic use ", while, in the case of solutions, the definition is applicable to those in which the proportion included does not exceed 10 per cent ; . . . '
>
> " The Advisory Committee draws the attention of Governments to the advisability of allowing exemption from the import-certificate system, in respect of solid compounds, only in the case of pharmaceutical compounds in which codeine or dionine is associated with other medicinal substances. In the case of liquid compounds, the Committee recommends that exemption from the import-certificate system should not be allowed in respect of compounds consisting of a solution of codeine or dionine in one or more inert fluids."

(*d*) Application of Article 20

Drawing up of a List of Factories for Circulation to Governments (document O.C.1603).

With reference to the undertakings assumed by Governments under Article 20 of the Convention, the Advisory Committee was informed that, out of nearly 200 factories which have been notified to the Secretariat during the past few years, only about sixty appeared to be actually engaged in the manufacture of drugs covered by Article 1 of the Convention of 1931, including preparations of the pantopon type.

In this connection, the Committee desires the Secretariat to draw the attention of Governments to the following points :

(1) Notifications made by Governments under Article 20 of the Limitation Convention should be restricted to factories authorised to manufacture the drugs mentioned in Article 1 of the 1931 Limitation Convention.

(2) The Committee found that, in certain countries, the licences (which are sometimes couched in very general terms) authorising the factories to manufacture narcotic drugs appeared to be issued to firms which had never in fact engaged in such manufacture.

The Committee desires to draw the attention of Governments to the fact that the purpose of Article 20 is to ascertain what factories are actually engaged in manufacture. It further lays down that, if a factory ceases to manufacture, a notice to that effect should be sent to the Secretary-General for the information of the contracting parties. The Committee therefore suggests that, where factories are in possession of licences of which they make no use, the authorities concerned should consider the desirability of cancelling the licence.

(3) A firm should not be in possession of a licence authorising it to engage in manufacturing or trading transactions more extensive than those in which it is in fact engaged—*e.g.*, the manufacture of a particular drug, wholesale or retail trade, import or export trade, etc.—*i.e.*, the wording of the licence should correspond exactly to the manufacturing or trading transactions in which the firm is in fact engaged.

(4) As the purpose of Article 20 is to ascertain what factories are producing for the purpose of trade, it is desirable that, in cases where Governments include certain laboratories in the list of factories, a clear indication should be given as to whether or not they are producing for the purpose of trade.

IX. PROCESS EMPLOYED BY THE "ALKALOIDA S.A." WORKS AT BÜDSZENTMIHÄLY (HUNGARY) FOR EXTRACTING MORPHINE AND OTHER OPIUM ALKALOIDS DIRECT FROM THE DRIED POPPY PLANT (POPPY STRAW).

The question was one of determining the legal and practical aspects of the application of existing international drug Conventions, and especially of Articles 16 and 17 of the Limitation Convention of 1931, to this new raw material at present actually used in Hungary for the manufacture of narcotic drugs.

The Committee considered a memorandum on the subject by the Secretariat, drawn up in response to the Committee's instructions at its eighteenth session (document O.C.1546(1)(*c*)).

This enquiry was carried out in consultation with the Legal Section of the Secretariat and shows that poppy straw is, in fact, a "raw material" within the meaning of the Conventions and that, as such, it is covered by Article 22 of the Geneva Convention and Articles 16 and 17 of the Limitation Convention.

The question of control falls under two heads : (1) national control and (2) international control through the medium of statistics.

The national and international control prescribed in the Conventions applies to poppy straw entering the factory and used for the manufacture of opium alkaloids.

With regard to statistics, States are required to supply to the Permanent Central Opium Board the statistics specified in Article 22, paragraph 1(*b*), of the Geneva Convention—*i.e.*, *inter alia*, statistics of the raw materials (in this case poppy straw) used for manufacture of drugs. The Permanent Central Board was asked to look into the question whether the absence of statistical data other than those provided under Article 22, paragraph 1(*b*), of the Geneva Convention presented serious drawbacks for the control over the drug trade.

Furthermore, the new form of annual reports contains questions as to the area in hectares of the crops from which the poppy straw used for manufacturing purposes was obtained, the average content in morphine and other alkaloids of one ton of poppy straw and the method used to extract morphine from the straw.

From the point of view of the application of Article 17 of the Limitation Convention, under which the manufacturer has to state the proportion of morphine contained in the raw material or producible therefrom, as determined by a method prescribed by the Government and under conditions considered satisfactory by the Government, the Committee observed that the application of that provision to poppy straw depended on the existence of a scientific method for determining by means of an analysis the alkaloid content of this new raw material. In this connection, the Committee cannot progress with its study of the matter until it has received the information which the Hungarian Government has been good enough to promise at an early date with regard to the method, discovered by the inventor of the new process, whereby it will be possible to determine the alkaloid content, not only in the factory after manufacture, but also in the laboratory beforehand.

X. QUESTION RELATING TO THE BANGKOK CONFERENCE (FINAL ACT OF THE CONFERENCE) : RECOMMENDATION X REGARDING SCIENTIFIC RESEARCH INTO THE EFFECTS OF OPIUM-SMOKING.

At its eighteenth session (May-June 1934), the Advisory Committee adopted the report submitted to it on this matter by the Joint Sub-Committee of the Advisory Committee and the Health Committee (Annex 6 of the Report to the Council on the Work of the Eighteenth Session, document C.256.M.105.1934. XI). The Committee has now had submitted to it the report of the Bureau of the Health Committee on the report of the Joint Sub-Committee.

With regard to the first question, which concerned the psychological and physiological effects of the practice of smoking opium and opium dross, the Bureau of the Health Committee stated that it considered that these effects are well known and have already been dealt with in a series of technical publications. It therefore did not think that the question deserved further study.

Several members of the Committee emphasised that the Joint Sub-Committee had more specially in mind the psychological and physiological effects of the practice of smoking opium and opium dross in the Far East, where the problem affects a considerable part of the population and does not present the same aspect as in other parts of the world. For that reason, the Committee reserved its decision as to the substance of the question, and requested the Health Committee to furnish a test of the technical publications upon which the Bureau of that Committee had based its opinion.

With regard to the second question concerning the constituents of opium, and the third relating to methods for the treatment of opium-smokers—questions in the study of which the Health Organisation was good enough to assist—the Committee endorses the proposals made by the bureau of the Health Committee. Lastly, with regard to the fourth point concerning opium dross, the Chairman of the Advisory Committee will consider with the Secretariat who should be entrusted with the study of this technical chemical problem.

XI. STANDARDISATION OF METHODS OF DETERMINING THE MORPHINE CONTENT OF RAW OPIUM.

The Committee took note of document O.C.1512(*a*), containing the replies of Governments to the Circular Letter, 63 .1934 .XI dated May 17th, 1934, submitting to them for examination the report of the Committee of Experts nominated by the Health Committee of the League of Nations on the standardisation of methods for determining the morphine content of raw opium. The Committee was informed by the Chairman that the Committee of Experts intended to resume its study of the whole question and would, in particular, make a thorough examination of the American method.

The Committee heard with great interest a statement by Dr. H. J. Wollner, Consulting Chemist to the Treasury Department of the United States of America, with regard to extensive experiments in the United States to improve the methods of detecting the presence of drugs. He drew the Committee's special attention to the fact that there was no known single, rapid and reliable chemical method for determining the presence of cannabis, which often made it difficult to establish guilt in cases of traffic in this substance. Dr. Wollner suggested that the Governments participating in the campaign against the abuse of narcotic drugs should co-operate with a view to developing practical chemical methods for the use of the police, and more particularly by exchanging information concerning improved and possibly simplified tests for detecting the presence of the various drugs and estimating the quantity involved.

A full account of Dr. Wollner's suggestions and proposals will be found in the supplementary report of the Sub-Committee on Seizures, together with the Sub-Committee's recommendation on this subject, which were adopted by the Committee (see Annex 2, page 29)

XII. RESEARCH WORK FOR THE PURPOSE OF DISCOVERING MEDICINES WHICH DO NOT GIVE RISE TO DRUG ADDICTION : USE OF COBRA VENOM.

In this connection, the Advisory Committee is anxious to give effect to Recommendation X of the Limitation Convention, the object of which is to encourage research work for the purpose of discovering medicines which, although producing the same therapeutic effects as drugs, do not give rise to addiction. It accordingly listened with keen interest to a statement by the representative of the United States of America, who drew attention more particularly to the research work of Dr. David J. Macht and Dr. Fitzgerald Dunning, of Baltimore, recorded in an article in the November 1934 number of the *Journal of Laboratory and Clinical Medicine*. The article is entitled " A Pharmacologic and Therapeutic Study of Bromsalizol or Mono-Brom-Saligenin ".

This research work bears on the ester benzyl benzoate, which, because of its pharmacological properties, can take the place of papaverine in relaxing spasm of the viscera and on mono-brom-saligenin or mono-brom-hydroxy-benzyl-alcohol to which the name of " bromsalizol " has been

given and which combines the anti-spasmodic properties of papaverine or benzyl benzoate and the local anæsthetic properties of benzyl alcohol. Bromsalizol has been used by a considerable number of physicians both as a local anæsthetic in place of novocaine and cocaine and as an anti-spasmodic drug in place of the isoquinoline members of the opium series.

The representative of the United States of America also gave particulars concerning research work that is being undertaken as to the possibility of substituting cobra venom for morphine. These particulars are contained in a paper of April 12th, 1935, communicated by Dr. Macht to the American Physiological Society. According to Dr. Macht, an analysis of the action of cobra venom indicates that the relief from pain which it achieves is due to its drug action on the cortical cerebral areas. The action of this drug is said to be not unlike that of morphine, but cobra venom does not, it is claimed, produce the narcotic effect produced by morphine. According to other information supplied by Dr. Macht and corroborated by observations made in various countries, the use of cobra venom results in the case of cancer patients in a considerable diminution of the painful symptoms and thus effects an improvement of the general condition of the patient.

With regard to cobra venom, the Committee will be placed in possession of the documentary information which the Secretariat is now collecting on the subject with the assistance of the Health Section.

The Committee expresses its satisfaction at the efforts made by the Governments to encourage research of this kind. Even if morphine can be replaced by these analgesics in only some of its uses, that would be a considerable advantage.

XIII. TREATMENT OF OPIUM-SMOKERS AND DRUG ADDICTS.

(*a*) In Formosa : Statistics of Criminality and Mortality among Opium-Smokers.

The Advisory Committee's attention was specially drawn by the assessor, Mr. Lyall, to document O.C.1408 (1) (*b*), " Statistical Research regarding Opium-Smokers in Formosa ", by Dr. Somei To, of the Laboratories of Experimental Medicine of the Central Research Institute (Health Section) of the Government-General of Formosa. The Committee also had before it document O.C.1408 (1) (*b*) addendum, " Supplementary information concerning the compulsory treatment of opium-smokers ".

The Committee was struck by the unique documentary value of this statistical study, which provides information of the highest interest regarding the various aspects of the life of 150 000 smokers as compared with the life of the other 3 000 000 inhabitants of Formosa, and desires that the widest publicity be given to the part of the study and the tables which deal with the mortality among smokers and its relations with criminality. It expressed the hope that the Japanese Government would continue its investigations.

(*b*) Treatment of Addicts in Other Countries.

The Committee listened with great interest to a statement by the representative of the United States of America on the inauguration in his country at Lexington, Kentucky, of the first institution concerned solely with the care of drug addicts. It is a combined centre of treatment and research, and illustrates the new policy adopted in the United States in regard to the treatment of addicts, for whom hitherto prison has been almost the only institution available.

The Chinese representative produced an interesting document on the lecithin treatment of opium addicts in a hospital organised at Nanking for the treatment of drug addicts in general (document O.C.1602), and gave details regarding the establishment of hospitals for such cases (see, above, the chapter on the situation in the Far East).

(*Signed*) Dr. Carrière,
Chairman,

(*Signed*) Dr. Chodzko,
Vice-Chairman.

(*Signed*) Carnoy,
Rapporteur.

(*Signed*) Eric Einar Ekstrand,
Director of the Opium Traffic and Social Questions Sections, Secretary of the Advisory Committee.

LIST OF ANNEXES.

ANNEX 1.

O. C. S. 242 (1).

Geneva, May 23rd, 1935.

REPORT BY THE SUB-COMMITTEE ON SEIZURES ON THE WORK OF ITS SEVENTH SESSION

Submitted by the Chairman, Colonel C. H. L. Sharman (Canada).

I. Introductory.

This report is based on seizures made and reported to the Secretariat during 1934 and the first three months of 1935, on individual seizure reports, on reviews of illicit traffic submitted by Governments and on other information placed confidentially at the disposal of the Sub-Committee. Special reviews of the illicit traffic in 1934 were received from fifteen countries and five territories. In addition, the Sub-Committee had before it extracts from the ordinary annual reports for 1934 for a number of countries and territories, including information in regard to the illicit traffic.

The sections in all of these reports dealing with the illicit traffic in 1934 have been incorporated in separate documents (documents O.C.S.231 Series) which have been circulated to the Committee.

The Sub-Committee desires to put on record that the special reviews of the illicit traffic in 1934 were of great assistance to it. It further wishes to draw attention to the fact that the representatives of not less than nine countries, represented on the Opium Advisory Committee, came to Geneva four days ahead of the twentieth session in order to take part in the discussions of the Sub-Committee. It also desires to express its appreciation to the Japanese Consul-General in Geneva, who, in response to an invitation issued by the Sub-Committee, took part in the discussions on matters of interest to his country.

II. General Trend of the Illicit Traffic.

The facts which came before the Sub-Committee led it to conclude that, in spite of efficient control of legitimate manufacture, in spite of increased vigilance on the part of forces engaged in the suppression of the traffic and in spite of increased international collaboration in this field, the illicit traffic, unfortunately, has not decreased. The most definite indication of the situation as regards illicit traffic is the fact that, generally, there were very considerable decreases in prices on the illicit market of most manufactured drugs in 1934 and the early months of 1935 as compared with prices ruling in 1933 and earlier. In the United States of America, prices were down in some cases as much as 50% since January 1st, 1935.

The statistics of the legitimate manufacture and trade compared with the estimates of their drug needs furnished by Governments under the 1931 Convention prove that there is no excess of legitimate manufacture over world needs. The principal sources of supply for the illicit traffic so far as manufactured drugs are concerned, are therefore thought to be clandestine factories. Information summarised below under the heading “ Clandestine Manufacture ” shows the existence

of such manufacture in various countries. The League of Nations and Governments in collaboration have now succeeded in drawing a clear line of demarcation between legitimate manufacture and trade on the one hand and illicit manufacture and illicit traffic on the other. On the whole, legitimate manufacture and trade are under effective control. One of the most pressing tasks for the future which devolves upon the Advisory Committee is therefore to concentrate on discovering the sources and channels of the illicit traffic. For this purpose an intensified collaboration between the Committee and Governments is essential.

The Sub-Committee wishes to draw the Advisory Committee's attention to certain special features in the present situation.

The Sub-Committee has found it necessary to deal in a special section with the question of penalties for illicit drug traffic, also to draw attention to the increased use of postal facilities in that traffic and to the advisability of enforcing a more effective control of the crews of ocean-going steamers and of the steamers themselves while in ports.

In view of the comparatively few cases in which large individual seizures of drugs were affected, it would appear that traffickers, anxious to avoid risks and serious losses, continue to despatch drugs in relatively small lots instead of, as was the case a few years ago, in tons or hundreds of kilogrammes in each shipment.

The traffickers have also learnt that genuine labels and trade-marks found in connection with seized drugs facilitate the tracking of illicit sources of supply. Labels and trade-marks are being more and more rarely found on seized drugs. This fact may also be considered as a confirmation of the statement made above, that the principal sources of supply of manufactured drugs for the illicit traffic are now the clandestine factories, which are careful not to facilitate the identification of their products by using labels and trade-marks.

III. Principal Channels of the Illicit Traffic.

(a) *Raw Opium.*

Seizures of raw opium have been reported from the United States of America, China, Hong-Kong, Macao, Straits Settlements, Netherlands Indies, Siam, Iraq, Turkey, Egypt, France, United Kingdom, Netherlands, Italy and Trinidad. The largest seizures were made in Hong-Kong, the Netherlands Indies, Siam, Straits Settlements and the United States of America. The quantity seized in Hong-Kong amounted to over 3 tons, including several seizures each of which involved large quantities. There was one large seizure in the United States of America of about 183 kg. It is of interest to note that almost all the seizures of raw opium in the United States reported to the League were made on the Atlantic sea-coast.

There seem to be no clear indications of the origin of the raw opium seized in the United States and in Europe. The opium seized in Turkey was presumably of Turkish origin, being seized when on the point of exportation from Turkey. The Far-Eastern seizures consisted, as usual, of Turkish, Iranian and Chinese opium. In the report submitted to the Sub-Committee at the last session, attention was drawn to the seizures of Iranian opium in the Far East bearing the " A " and "B " Monopoly marks with several variations. Whereas previously these labels have been encountered in the Netherlands Indies, they have now also made their appearance in Hong-Kong. The Committee has not been able to obtain any information regarding the origin o these labels Copies of some labels furnished by the Netherlands Government were handed over during the last session to the Iranian representative with a request to endeavour to trace their origin.

(b) *Prepared Opium.*

Seizures of prepared opium were reported chiefly by the United States of America and the Far-Eastern territories, such as Siam, Netherlands Indies, Hong-Kong, Straits Settlements and the Philippines. There were also seizures in Canada, the Netherlands and New Zealand, and smaller seizures in the United Kingdom, France and Surinam.

The number of seizures made in the United States of America may be considered as large. Most of the seizures were made on the Atlantic and the Pacific coasts and in the Hawaiian Islands

The majority of the usual labels were found. Certain new brands made their appearance in Canada and in the Philippine Islands.

(c) *Narcotic Pills.*

For some years the Committee has been informed of the widespread use in China and in certain ports on the China coast of narcotic drug pills, usually heroin pills. It appears now that these pills are finding their way into countries outside the Far East and principally into Canada and the United States of America. The Canadian representative informed the Committee of the fact that, in 1934, over 350 000 pills, with a uniform morphine content of 2.6 grains per ounce (0.6%), had been seized in Canada. These pills were manufactured in South China and were intended for consumption by

Chinese in Canada. The Sub-Committee had the advantage of hearing a statement by the consulting chemist of the Treasury Department of the United States of America, Dr. Wollner, concerning the great difficulty experienced in determining the morphine and heroin content of narcotic pills to which caffeine or quinine had been added with the effect of obscuring the evidence.

(d) *Morphine.*

The largest number of seizures of morphine took place in the United States and in the Far East – *i. e.*, Hong-Kong, the Shanghai International Settlement and Kiaouchow. Morphine continues to be seized in comparatively small quantities. The largest seizure reported in 1934 was one in Hong-Kong of about 20 kg. of crude morphine of supposed Chinese manufacture coming from Wuchow. There was one fairly large seizure in the United States in Seattle (11 kg.) on board a ship which had come from the Far East. In this connection it may be of interest to note that 1 kg. of morphine contains about 62 000 average medical doses. Seizures of comparatively small quantities were also reported from Turkey, Poland, Finland, France, Canada, the Netherlands Indies and Siam.

(e) *Heroin.*

The principal markets for heroin in 1934 were, as in previous years, the United States and China. The former country reported 22 important seizures, and, in addition, for the period August-December, 537 minor seizures. Of the seizures referred to above as important, the majority were made in New York City and in New York State. One seizure effected in Hong-Kong involved a quantity of about 128 kg. (one kg. of heroin corresponds to over 185 000 average medical doses). This was the largest single seizure of heroin reported in 1934. Several seizures were made in the Shanghai International Settlement in connection with the discovery of clandestine drug or pill factories. Further seizures were reported from Kiaouchow and Tientsin in China, from Egypt, Turkey, Greece, France, Canada and Uruguay.

At its last meeting, the Sub-Committee received document O.C.S.243, which contained information regarding 8 cases of seizures in Kiaouchow in December 1934, January, February and March 1935, involving about 60 kg. of drugs including in each case heroin, with a total quantity of 54 kg. The Sub-Committee considered it important to draw the Committee's attention to these seizure cases.

(f) *Cocaine.*

Cocaine seizures were reported from the United States of America, Canada, China, the Straits Settlements (Singapore and Penang), India, Egypt, Spain, France, Greece, Italy, Latvia, Poland and Uruguay. The largest seizure in the United States was one of over 4 kg. in the New York area.

The illicit traffic of cocaine into India seems to be continuing as actively as in the last two or three years. The total quantity of cocaine seized in India, including Burma, and in the Straits Settlements amounted to almost 49 kg., divided into 8 seizures in India, 8 in Burma and 5 in the Straits Settlements. The largest seizure was one of 11 kg. in Rangoon. It may be borne in mind that India's need of cocaine for medical purposes as estimated by the Government of India in 1934 was a little less than 68 kg.

In 1934, only a single seizure was reported from Bombay, whereas 7 were reported as having taken place in Calcutta. The number of seizures reported from Rangoon was 8, involving a quantity of over 26 kg. Although there is no positive information in regard to the origin of the cocaine found in India and in the Straits Settlements, it is interesting to note, however, that none of the cocaine seized in Calcutta bore any marks or labels indicating the brand or the manufacturer. On the other hand, all cocaine seized in Singapore was labelled. In two cases there was the Fujitsuru label alone, in one case the Fujitsuru and Boehringer labels, and in one case the inside wrapping on the packages carried labels bearing in Japanese the drug inspection seal of " The Central Laboratory, the Government-General of Taiwan ". It should be mentioned here that a similar label occurred in a seizure of 17 kg. of cocaine at Rangoon on January 12th, 1935. Most of the cocaine seized at Rangoon bore no marks or labels. In one case, however, there were the Fujitsuru-Boehringer labels and in another case the Fujitsuru label alone. Cocaine was seized at Bombay packed in rubber ice-bags marked with a triangle with a queen's head inside and a trade-mark in English. On these bags were also in Japanese characters the words " ice bag ".

Similar rubber bags with the words " ice bag " in Japanese characters containing illicit cocaine have also been discovered in the United States. One large seizure of 21 kg. of cocaine was reported from Shanghai as having been effected on a Japanese ship coming from Japan.

(g) *Cannabis* (*Indian Hemp*).

Seizures have been reported from Canada, Egypt, Turkey, Greece, Roumania, India, France and the Fiji Islands. The Committee was informed that, in January 1935, a large seizure of hashish was made in Antwerp.

The representative of the United States stated that the illicit traffic in cannabis throughout the United States of America is increasing. The Government of the United States has not hitherto reported cases of illicit traffic in cannabis to the League because the seizures in such cases are necessarily effected by local authorities under State laws. It is hoped that the Government of the United States may be able in future to transmit information in regard to such seizures.

IV. Clandestine Manufacture.

A number of clandestine establishments producing drugs were discovered in 1934 in various parts of the world. The Sub-Committee considers the situation in this respect to be so serious that it is necessary to include in this report special mention of the clandestine establishments so discovered.

(a) *China.*

The Chinese representative presented certain information in regard to specific cases of illicit manufacture in China which had been discovered in 1932 and 1933 and concerning which questions were asked during the spring session of 1934.

A considerable number of cases were reported from the Shanghai International Settlement, detailed reports of which were received from the settlement authorities covering the period from May 1932 to the end of the first quarter of 1935. During the year 1934, the Shanghai Municipal Police suppressed six clandestine factories or laboratories manufacturing heroin and twenty establishments manufacturing narcotic drug pills. During the first quarter of 1935, four heroin factories and five pill-producing establishments were discovered.

In Tientsin, in the British mun cipal area, a heroin factory was discovered in January 1934, and in the Chinese City a morphine factory in July.

(b) *Kwantung Leased Territory.*

An attempt to manufacture heroin illicitly was d scovered at Dairen in January 1934, and the Japanese Consul-General gave the Sub-Committee unofficial information in regard to three additional drug factories recently found in Dairen by the police authorities.

(c) *Hong-Kong.*

It is worthy of note that a clandestine establishment for the manufacture of dionine pills was founded in Hong-Kong in January 1935.

(d) *Turkey.*

The Turkish Government reported in 1934 two illicit factories one at Pera and the other at Istanbul, and in 1935 two additional such factories, one on the European side of the Straits of the Bosphorus, in February, and one at Bebek, near Istanbul, in March.

(e) *Greece.*

The Greek Government reported the discovery of one illicit factory at Athens in 1934.

(f) *Bulgaria.*

One illicit drug factory was reported by the Bulgarian Government as having been found in June 1934 at Gorna-Djoumaya, in the Department of Sofia.

(g) *France.*

In June 1934, a clandestine plant for conversion of alkaloids was discovered in Paris.

(h) *United States of America.*

Information was placed at the disposal of the Sub-Committee with regard to the first discovery of an illicit factory at New York early in 1935.

V. Acid Acetic Anhydride and Caffeine.

At the spring and autumn sessions of 1934, the Sub-Committee, and the Advisory Committee itself, devoted considerable attention to the use in the clandestine manufacture of heroin and of narcotic drug pills of two chemical products, acid acetic anhydride and caffeine. It will be remembered that the Advisory Committee, at its eighteenth session (May 1934), decided to request Governments to furnish information regarding their imports and exports of acid acetic anhydride with indicat on of countries of origin and destination as from the year 1931 and regularly in the future for each calendar year. The statistical information so far received by the Secretariat is incorporated and analysed in a document which is before the Committee at its present session (document O.C.1593).

In last year's report, mention was made of the fact that the Bulgarian Government had adopted measures for the control of this substance, and the Advisory Committee will be interested to note that the Bulgarian Government, on October 25th, 1934, reported that, after the adoption of these measures, 290 kg. of this product had been seized in Bulgaria.

The attention of the Advisory Committee is drawn to the following passage, which occurs in the annual report for 1934, transmitted by the Shanghai Municipal Council (document O.C./A.R.1934/1).

> " The Municipal Council, in viewing with great anxiety the local narcotic situation, urges a restriction of the importation of caffeine and acid acetic anhydride, both of which chemicals have been found to be used in large quantities in the clandestine manufacture of narcotic drug pills in the case of caffeine, and in the manufacture of heroin in the case of acid acetic anhydride."

The Sub-Committee suggests that the opinion thus expressed by the Shanghai Municipal Council should receive the most serious consideration of the Advisory Committee.

The information supplied by the Shanghai Municipal Council in regard to seizures made in clandestine heroin factories indicates seizures, not only of acid acetic anhydride, but also of glacial acetic acid and ordinary acetic acid. The presence of the two latter products in clandestine factories indicates, perhaps, that efforts are being made to dispense with the use of acid acetic anhydride in view of the attention which this substance has received from the Opium Advisory Committee.

VI. Survey of the Illicit Traffic in Various Countries.

(a) *Illicit Traffic in Canada.*

The Canadian Government has forwarded a survey of the illicit traffic in Canada in 1934, of which the following is a summary :

From the arithmetical standpoint, there was a decrease in 1934 in the amount of opium seized in Canada, as compared with 1933, which may well have been due to the fact that an important investigation on the Pacific Coast absorbed the time and attention of a considerable number of officers, while, in Eastern Canada, an even greater measure of time and attention had to be devoted to an important case of drug trafficking before the Canadian courts. There has, however, unquestionably been a marked shortage of illicit narcotics in Canada during 1934.

Twelve ounces of morphine were seized on the Pacific Coast, the vendors of which were Chinese, and, although the strong belief exists that it came from the Orient, the point cannot be definitely proved.

Three ounces of heroin were seized from a Chinese in Windsor, Ontario, in connection with much larger purchases in the United States, made by the officers of that country working in co-operation with Canadian officers.

Two cases also occurred in Montreal, in connection with which heroin was smuggled into Canada from the United States for use in connection with the drugging of horses on race-tracks. During the year, the authorities of both Canada and the United States have been closely associated in an effort to combat this particular form of abuse of narcotic drugs. Not only have all horse-cars, containing horses destined to race-tracks, been thoroughly searched, but the saliva test has been applied, in hundreds of cases, to horses immediately after the conclusion of the races in which they had participated.

Two hundred one-tael packages of opium, in tins of a type not hitherto encountered, were seized in Vancouver on a steamer arriving from the Orient.

During the year, 38 separate seizures of Chinese pills were effected in Canada, 37 of which were on the Pacific Coast. The number of pills involved was 361 148, and a uniform morphine content of 2.611 grains per ounce was established by analysis.

Marihuana (cannabis), both in herb and in cigarette form, was seized on four occasions, three in Montreal and vicinity and one in Toronto. Two of the cases involved smuggling from the West Indies on boats destined for Montreal, while in the Toronto case the source of supply was Detroit. The quantities of drug involved were larger than those of the preceding year, although the belief exists that there has been no marked extension of the use of marihuana in Canada.

The control over poppy heads initiated in 1933 was maintained. Some cases of illegal possession of locally grown poppy heads were discovered.

In connection with all narcotic cases, the total number of convictions obtained, 226, was a decrease of fourteen from the previous year, which decrease is noted in practically all types of charges involving illicit traffic. There was, however, an increase, which is significant, in the convictions arising out of diversions from the legal traffic, such as obtaining drugs from more than one physician, the improper prescribing of narcotics by physicians, the acceptance of forged prescriptions by retail druggists, etc., accompanied, of course, by convictions for thefts from, or burglaries of, pharmacies, forging and uttering of narcotic prescriptions, etc., which were dealt with under the criminal laws of the country, and not under the Narcotic Act.

Sixty-nine aliens were deported from Canada at the conclusion of their terms of imprisonment for infractions of the Narcotic Act.

With regard to paregoric (tincture camphor compound), which has an approximate morphine content of one-quarter grain per fluid ounce, plus a large alcoholic content, the system inaugurated from March 1933, whereby retail druggists could only obtain a certain quantity monthly, except in specially authorised circumstances, has continued to prove satisfactory. The sales of paregoric in 1932, for example, were 8 727 gallons, while in 1934, the first complete year subsequent to control, the sales had dropped to 4 290 gallons, without a single complaint being received as to paregoric not being available in quantities sufficient for legitimate medical use.

In so far as codeine is concerned, the continued heavy importations of this drug necessitated careful enquiry from a number of angles. Imports in 1934 amounted to 28 915 ounces (pure drug), as compared with 26 361 ounces in 1933 and 17 019 ounces in 1932.

It has been definitely established that some of the codeine originally imported into Canada eventually reached the United States, but not upon any wholesale scale. It has been further definitely established that codeine is being largely used by some as a " carry-over ", and by many others in massive dosage as high as eighty grains daily, taken hypodermically. It has also been demonstrated that, when codeine is withdrawn from cases of the latter type, withdrawal symptoms occur which are precisely similar to those experienced by persons who have been deprived of equivalent medical doses of morphine or heroin.

Another factor in Canada's heavy use of codeine should, however, not be lost sight of. It is a drug which, in proper medical practice, is very popular, and the use of which is encouraged by the Department of Health as a substitute for morphine and heroin.

A comparison of Canada's imports of (*a*) codeine and (*b*) morphine and heroin, in widely separated years, is therefore of interest, it being borne in mind that, according to the maximum dosage indicated in the British Pharmacopœia, heroin is eight times, and morphine three times as strong as codeine.

Year	Importations of morphine and heroin Oz.	Importations of codeine Oz.
1919	30 087	Not available
1920	28 198	Not available
1921	12 214	3 681
1931	5 353	15 918
1932	4 442	17 019
1933	5 316	26 361
1934	5 476	28 915

As from December lst, 1934, the Department of Health, in conjunction with the Narcotic Wholesalers and Provincial Pharmaceutical Associations, has inaugurated an experimental system of control of codeine sales.

Many recommendations have been received from medical officers of health, practising physicians, Crown prosecutors, church organisations, etc., that codeine be placed upon the narcotic schedule with morphine and heroin. One province, during 1934, changed its Pharmacy Act so as to provide that codeine could only by sold upon a physician's prescription, and another province has recently taken similar action.

Sentences imposed for violation of the law governing narcotics were :

		Remarks
Fines	91	For opium-smoking, etc.
Imprisonment :		
Under 6 months	1	
Between 6 months and 1 year	99	The minimum sentence for possession or trafficking.
Between 1 year and 2 years	24	
Between 2 years and 3 years	6	
Between 3 years and 4 years	3	
Between 5 years and 6 years	1	
14 years	1	Plus ten lashes.

(b) *Illicit Traffic in the United States of America.*

The following is a summary of reviews of the illicit traffic in the United States and the Philippine Islands in 1934 and the first three months of 1935, presented by the representative of the United States of America.

The illicit traffic in the United States and its possessions displays markedly different characteristics in differents portions of the country. For this reason, in considering the subject, it has been found convenient to examine the situation separately in respect of each drug as regards each of the following areas :

1. The Atlantic Coast area;
2. The Pacific Coast area;
3. The North Central area;
4. The South Central area;
5. The Hawaiian Islands;
6. The Panama Canal Zone;
7. The Philippine Islands.

The present survey is based on reports of 116 seizures reported under the Narcotic Limitation Convention of 1931, as having been effected in territory under American jurisdiction between January 1st, 1934, and March 31st, 1935, inclusive, and on other information which has become available to the American authorities.

Raw Opium. — The heaviest arrivals of raw opium were apparently in the Atlantic Coast area, although small quantities were seized in the North Central and Pacific Coast areas. None of the raw opium seized bore any marks or labels. A small quantity seized in the Pacific Coast area had been mailed in Hong-Kong and was destined for Jamaica. There were no important seizures of raw opium in the South Central area, the Panama Canal Zone or the Hawaiian Islands. The total quantity of raw opium seized during the calendar year 1934 showed an increase of 51% over the total seized during 1933. The price in the illicit traffic remained about the same as in 1933, except for an increase of about 25% in part of the Atlantic Coast area.

Prepared Opium. — The largest seizures of prepared opium were effected in Hawaii and in the Philippine Islands, although small quantities were seized in the Atlantic Coast area, Pacific Coast area, North Central area and South Central area. No seizures were effected in the Panama Canal Zone. Prepared opium continued to come to the Pacific Coast area by ship from the Far East. Most of that seized in the Philippine Islands came to that area by ship directly from Hong-Kong or directly from Amoy, while that seized in the Hawaiian Islands came by ship from Far-Eastern ports, and in one instance from a Canadian port. In the latter case, the opium was thought to have been placed on board the ship at some Far-Eastern port. There is reason to believe that prepared opium is being smuggled into all areas by post, concealed in newspapers. There were no prepared opium seizures of any individual importance in the North Central or South Central areas, and none in the Panama Canal Zone.

The price of prepared opium in the illicit traffic has dropped materially since January 1st, 1935, and information at hand indicates that this is probably due to increased supplies believed to be available. The American narcotics administration continues to view this development with alarm.

There is reason to believe that the opium-smoking vice, which, prior to 1933, was on the decline in the United States, continues to show a marked recrudescence. Over twice as much smoking opium was seized in the United States in 1933 as in 1932. While the quantities seized in 1934 aggregated considerably less than those seized in 1933, seizures reported so far in 1935 aggregate almost as much as those effected in the entire previous year.

The discovery of certain new methods of smuggling prepared opium gives cause for concern and may result in still heavier seizures in the remaining months of 1935.

Morphine. — Morphine was seized in every one of the areas under consideration, except in Hawaii and the Panama Canal Zone, but no large individual seizures were effected, with the exception of one in the Pacific Coast area, which involved morphine that had come to that area by ship from the Far East. The largest seizures were effected in the Pacific Coast and North Central areas. Most of the morphine seized was without labels, but it may be mentioned that the morphine seized in the Philippine Islands was marked " Pine Tree Crane " in Chinese characters. The labelled morphine seized in the South Central area came from Mexico and from Honduras ; the labelled morphine seized in the Pacific Coast area came by ship from Nicaragua, and the unlabelled morphine seized in that area came from the Far East, also by ship. That seized in the Philippine Islands came by ship direct from Amoy. A small quantity was seized in the Atlantic Coast area which had come by ship from Western Mediterranean ports. There is reason to believe that morphine manufactured clandestinely in China, north and south of the Great Wall and in the Kwantung Leased Territory is entering the United States in considerable quantities.

A disconcerting circumstance has been the very marked drop in the prices of both morphine and heroin in the illicit traffic in New York since January 1st, 1935. Morphine in wholesale quantities has dropped over 50%. Heroin, in forty-ounce lots, has dropped 24%. Other circumstances, too, point to the presence of large supplies of both of these drugs in the illicit traffic.

The total quantity seized during the calendar year 1934 showed a decrease of about 66% as compared with the quantity seized during 1933.

Most of the morphine hydrochloride seized in the first quarter of 1935 came from the Far East. One lot bore a label which purported to be that of the Sankyo Company, a Japanese firm which is licensed to deal in narcotic drugs.

Heroin. — Heroin seizures, though considerable in the aggregate, were individually small. No single large seizures of heroin were effected during the calendar year 1934. Practically all heroin seizures of any individual importance were effected in the Atlantic Coast and North Central areas, the largest one having been effected in the Atlantic Coast area. Heroin continues to be found in the illicit traffic in all parts of the United States. None of the heroin seized bore any authentic foreign labels, although in some cases the containers bore labels apparently of domestic origin. There is reason to believe that heroin manufactured clandestinely in China, north and south of the Great Wall and in the Kwantung Leased Territory, is entering the United States in considerable quantities. The total quantity of heroin seized during the calendar year 1934 was about the same as that seized in 1933.

Aside from one case of clandestine manufacture in New York, the circumstances in connection with the heroin seized point to Europe as the place of its manufacture. There is, however, evidence that morphine and heroin manufactured clandestinely in China, north and south of the Great Wall and in the Kwantung Leased Territory continue to enter the United States in considerable quantities, but no seizures have yet been effected of morphine or heroin which could be positively identified as having been manufactured in China, north and south of the Great Wall and in the Kwantung Leased Territory.

Cocaine. — Seizures of cocaine were effected in the Atlantic Coast, Pacific Coast, North Central and South Central areas, and in the Philippine Islands, the largest individual seizure being made in the Atlantic Coast area. A portion of that seized in the Pacific Coast area bore a Japanese label The cocaine seized in the Philippine Islands came directly from Amoy, China. There is reason to believe that cocaine has been regularly smuggled from Japan to the Pacific Coast for some time past. The total quantity of cocaine seized during the calendar year 1934 shows a decrease of 5% as compared with the total quantity seized during 1933, while the price of cocaine in the illicit traffic in 1934 was generally about the same as that in 1933.

Codeine. — There are indications that the smuggling of codeine from Canada may be taking place at several points on the border other than those near Buffalo. Codeine smuggling at Buffalo is believed to have very materially decreased, thanks to the effective co-operation of the Canadian authorities.

Cannabis (Hemp). — The Government of the United States of America has hitherto found it impracticable to report seizures of cannabis, there being as yet no federal legislation penalising traffic in this drug. Certain reports from the New York City Police, however, were placed before the Sub-Committee.

The record of arrests in New York City for violation of the New York laws governing cannabis shows that the abuse of this drug is rapidly becoming a menace to the community. The following table shows the number of such arrests for each year since 1928 :

1929	11
1930	15
1931	6
1932	14
1933	37
1934	161

In the period January 1st, 1935, to April 21st, 1935, inclusive, the New York Police made 51 arrests for violation of the laws governing cannabis. Of the 161 persons arrested in 1934, 37 were pedlars. Of the 51 persons arrested in the first 111 days of 1935, 12 were pedlars.

Drugging of Racehorses. — As a result of investigations conducted at a number of the larger race-tracks of the country during the calendar years 1933 and 1934, it was learned that the use of narcotic drugs to affect the performance of racehorses was prevalent. The racing commissions

in those States having race-tracks were consulted in an effort to eliminate the drugging of racehorses, and the commissions promised to take drastic measures to eliminate this vicious practice. As a result, nearly every State racing commission caused special stables to be erected at the race-tracks, to be used in conducting necessary tests by veterinarians and chemists to determine whether horses were drugged. Whenever it is suspected that a horse has been tampered with, the horse is taken to the special stable, where a specimen of its saliva is taken, to determine whether it had been drugged shortly before running in a given race Many of the States also require at least two tests daily of horses selected by the stewards. This action on the part of the various racing commissions has the effect of lessening to a great extent the drugging of racehorses.

Observations on Nation-wide Drive. — During the week ending December 9th, 1934, the Federal Bureau of Narcotics conducted a nation-wide drive against violators of the narcotic drug laws. This drive included activities in the larger metropolitan areas, as well as in some of the smaller cities and towns in the country. It resulted in the arrest of 441 persons who were charged with violation of either the Federal or State narcotic drug laws. The drug seized in most cases was heroin, generally in highly adulterated form. By March 15th, 1935, some 211 of these persons had been convicted and sentenced in either State or Federal courts to imprisonment, while 47 had been discharged from custody because of insufficient evidence on which to base any criminal prosecution. In addition thereto, 67 of these persons are now awaiting trial under indictments returned against them, while 116 have not as yet been indicted. About one-half of those arrested had previous criminal records.

It is interesting to note that among those arrested were included criminals of every description — public enemies, bank robbers, " hold-up " men and petty thieves. One man had a record of ninety previous arrests by city police for offences ranging from misdemeanours to murder.

A man and his wife were taken into custody, and it was learned that the wife had a baby about ten days old. The child was found to have been born an addict, due to absorption of the drug during the pre-natal period. It was taken to a hospital for treatment of its drug addiction, with the result that a cure was finally effected.

General Observations. — Smuggling of drugs, including prepared opium, by post is apparently increasing. Furthermore, several attempts have been discovered to bring in " samples " of poppy heads, poppy straw and coca leaves by post. One seizure was effected of cigarettes made from crushed poppy heads which had apparently been fortified with crude morphine. They appeared to have been shipped in good faith as a cure for asthma.

There is reason to believe that the use of ships' personnel as carriers continues on an increasing scale on both the Atlantic and the Pacific, and it is suggested that the practicability of more thorough surveillance of ships in port could well be made the subject of study. The ease with which all sorts of persons can gain access to vessels in port greatly facilitates the trafficker in placing his contraband on board in the charge of crew members and in obtaining delivery at ports of destination. On modern ships, searches at sea are felt to be insufficient, and it is suggested that supervision should be maintained over what is brought on board by hand, as well as over the cargo which is embarked.

A new development is found in the seizure, in a single lot, of some 700 ounces of crude morphine or morphine alkaloids which was found in a clandestine laboratory in New York City, where it was being converted into heroin. The investigation is still in progress, but there is good reason to believe that this crude morphine was smuggled in from the Levant.

The seizure having been reported of 2 kg. 41 grm. of morphine and 2 kg. 721 grm. of heroin, which purported to be of American manufacture, at Kiaouchow in China, from Japanese ships, an investigation was conducted in the United States by the American authorities. The label on the morphine was dark blue with white lettering and bore at the top a circular design with an elephant's head in the middle and the words " Specially refined quality America " around the outer edge. Beneath this design were the words " Twenty-five ounces diacetylmorphine hydrochloricum — diacetylmorphine hydrochloride powder U.S.P — diacetylmorphine chloride — morphine derivative poison. J. W. Gregory Co. Philadelphia U. S. A. " The heroin bore a red label with the following lettering in gold : " J. W. Gregory Co., Philadelphia, U. S. A. ". On each side is a circular design similar to the one described above as the one appearing on the label which was on the morphine packages. Search of the records indicates that no firm by the name of J. W. Gregory Company was ever registered to deal in narcotics Investigation of the records back to 1924 developed the fact that the only person in the United States by the name of J. W. Gregory who has ever filed a

statement with the income-tax authorities is a farmer whose residence is in North Carolina. Investigation in Philadelphia indicates that no one by the name of J. W. Gregory has ever registered or been in business in that city. The manufacture of heroin in the United States ceased in June 1924. It is considered that the labels in this case are false ones and that the heroin was not produced in the United States. The Chinese authorities have been so informed.

Developments in the Trend of the Traffic. — All available information indicates a tendency on the part of illicit traffickers to rely to an increasing extent on the Far East for supplies, not only of prepared opium, but also of morphine, heroin and even cocaine. Another development in the trend of the illicit traffic has been the cause of no little concern to the Government of the United States. That circumstance is the increasing use of the Central American countries south of Mexico and the West Indian Islands as bases for smuggling to the United States.

Information, which has come to the attention of the Government of the United States, indicates that all of the Central American countries, with the exception of Guatemala and Panama, are being increasingly so used. Furthermore, as will be noted from the seizure reports, except in the case of Nicaragua and of the British Colony of Honduras, the requests of the Government of the United States that individual cases be investigated to determine in what manner drugs entered the illicit traffic have hitherto met with no response, although all of the nations concerned are parties to the Hague Convention of 1912 and to the Limitation Convention of 1931. As to the West Indian Islands, the places most generally used as bases are West End, at the western extremity of Grand Bahama Island and Bimini. Smuggling of narcotics is believed to take place from these two points to Florida by both aeroplanes and small ships.

Traffickers appear still to be despatching their drugs in smaller lots than was their custom about three years ago. The trend of prices in the wholesale illicit traffic and other circumstances indicate that the demands of the illicit trade continue to be met; but it should be noted that the adulteration of heroin continues, so that a given quantity of pure heroin when distributed in the illicit traffic will supply the demands of a larger number of addicts than before this practice of adulteration began. Except in the case of prepared opium from China (which, it is feared, is being smuggled in increasing quantities), it is thought that illicit importation, while not decreasing is not, on the other hand, increasing.

(c) *Illicit Traffic in Central America.*

In the report submitted to the Advisory Committee at the nineteenth session (November 1934), the Sub-Committee drew attention to the illicit traffic in Honduras. Information furnished to the Sub-Committee at its present session points to the fact that all Central American countries south of the Mexican border are used as bases for illicit traffic, except Panama and Guatemala, where the control exercised over narcotic drugs is good.

(d) *Illicit Traffic in South American Countries.*

There is an almost total lack of information from South American countries in regard to illicit traffic. Annual reports are missing from most of these countries and no individual reports on cases of illicit traffic are sent in except by Uruguay.

The Government of Venezuela has reported that there has been no illicit traffic in Venezuela in 1934.

(e) *Illicit Traffic in France.*

M. Mondanel, Controller-General of the French Sûreté Nationale, presented to the Sub-Committee a statement in regard to the illicit traffic in France during the period from November 1st, 1934, to May 1st, 1935. This statement was circulated to the Opium Advisory Committee in a separate document. It points out that, during the period in question, the activities of the various police services, gendarmerie and Customs have resulted in energetic efforts to suppress the illicit traffic. The efforts of these services directed and co-ordinated by the Central Office have led to a relatively high number of seizures and to numerous arrests of traffickers.

In 1934, 242 arrests had been effected in connection with the illicit traffic. Of these, 170 were made in Paris and 72 in the provinces. There had been seized : 157 kg. of opium, 0.45 kg. of morphine, 8.5 kg. of heroin, 7.4 kg. of cocaine and 100 kg. of hashish. Owing to the ingenious fraudulent methods employed and the great number of intermediaries, it had been impossible to discover the origin of these drugs.

The sentences imposed by the courts had ranged from 15 days' to 2 years' imprisonment. These sentences had in many cases been supplemented by fines and local banishment.

Seizures of opium made during this period indicate a slight increase in this traffic. The prices on the illicit market have not shown any appreciable variation during the last twelve months. Raw opium is still sold at 700 to 1 000 francs per kg. and refined opium at from 4 000 to 10 000 francs, according to quality.

On the illicit market, the price of morphine has fallen considerably and varies at present between 7 000 and 10 000 francs per kg. There were three important seizures of morphine.

In connection with two important seizures of heroin referred to in the statement, information was presented that the current price for a 10 kg. lot was about 8 000 francs per kg.

Details were furnished in regard to 8 cases of illicit traffic in cocaine. These cases gave ample evidence of the organised smuggling which was going on on the northern frontier, which seemed to be the principal operating base of cocaine traffickers. This drug, more or less adulterated, retains the favour of the addicts and its price on the illicit market is as high as 30 000 to 50 000 francs par kg. A close collaboration between the French services concerned and Belgian police authorities has given appreciable results.

The use of hashish is not common in France and there was only one seizure of this substance.

During the period covered by this statement, the Central Service specially directed its activity to international traffickers, two of whom were arrested, punished and ordered to be deported after having served their sentences. These were Otto Jaufmann or Edward Bender, a trafficker well known in the United States and Europe, and Albert Rosenbaum, an international trafficker reported by the Shanghai police.

M. Mondanel also informed the Sub-Committee that six international traffickers of five different nationalities, directly or indirectly implicated in certain cases in France or in foreign countries, had been deported. These were : Guiseppe Faille, Michel Katz, Nicolas Scaliaris, Dan Martin, Otto Jaufmann and Albert Rosenbaum.

(f) *Bulgaria.*

The situation in Bulgaria does not appear to be quite clear, although seizures in other countries do not furnish evidence of Bulgaria continuing to serve as a centre for illicit manufacture and distribution of drugs. Attention is drawn to a seizure at Salonica on September 13th, 1934, Case O.C.294(*v*), page 32, No. 1419, where the Greek Government makes the following statement :

> " The accused appeared to belong to a band of drug traffickers occupied in the distribution of drugs manufactured clandestinely in Bulgaria, perhaps for the benefit of the I. M. R. O., the Macedonian revolutionary organisation in Bulgaria. "

Reference is also made to a seizure at Alexandria on January 15th, 1935, in which case the Central Narcotics Intelligence Bureau of Cairo states that the 200 grammes of heroin seized were suspected to be of Bulgarian origin.

It appears that the clandestine Bulgarian factories which were known to be in operation some years ago did not use labels or trade-marks. No such labels or trade-marks have in any case been brought to the attention of the Sub-Committee.

The most recent information from the Bulgarian Government is contained in the reply to the Circular Letter concerning the restriction in the number of licences for the manufacture of drugs, where the Bulgarian Government states as follows :

> " The Bulgarian Government accepts the recommendations of the Opium Advisory Committee on this subject. It is in conformity with this recommendation that the Directorate-General of Public Health not only does not grant any more licences for the opening of new drug factories but also takes advantage of every possible ground for closing existing factories. "

(g) *Turkey.*

Small clandestine factories for drug manufacture were discovered in and around Istanbul. Seizures have been made locally of raw opium, morphine, heroin and cannabis (hemp).

The Sub-Committee noted that, according to statistics supplied by the Turkish Government to the Permanent Central Opium Board, 2 000 kg. of raw opium had been exported to Ethiopia during the first six months of 1934, whereas statistics supplied by the Ethiopian Government did not record any such imports of raw opium from Turkey. Moreover, a communication from the Ethiopian authorities concerned stated that no import certificates for the import of raw opium from Turkey had ever been issued.

The Turkish representative declared that only a few days ago did he obtain knowledge of the Ethiopian Governments' reply through document O.C.S.236, and that his Government to this day has no knowledge thereof. He stated that his Government had undertaken an enquiry into this matter and that the results of this enquiry would be communicated in due course to the Advisory Committee.

(h) *China.*

The report of the Chinese Government on Customs seizures in China during 1934 showed that the following quantities had been seized by Customs officers :

	Kg.	grm.
Raw opium	3 709	573
Prepared opium	31	171
Heroin	70	470
Morphine	48	909
Cocaine	21	370
Narcotic pills	483	492
Other narcotics	56	956

The illicit traffic into Chinese ports from Dairen undoubtedly continues on a considerable scale. Detailed information was furnished to the Committee in regard to the large number of cases in which illicit narcotic drugs were found in various Chinese ports having been obtained or despatched from Dairen or having arrived on ships coming from Dairen. Seizures of this kind were made in Tientsin, Lunkow, Kiaouchow and Shanghai, and included 3 of raw opium, of which one, according to the opinion of the Chinese Maritime Customs, was opium of Iranian origin, 10 of morphine, 12 of heroin and one of cocaine.

The Chinese representative informed the Sub-Committee of the very effective co-operation between the Chinese municipal authorities and the Japanese Legation in Peiping, the latter having expelled some of the Korean traffickers arrested in Peiping. He stated that this co-operation was highly appreciated by the Chinese authorities, and expressed the hope that similar co-operation would be established between the Chinese and Japanese authorities in Tientsin.

The Chinese representative further communicated to the Sub-Committee the details of a Peiping municipal ordinance for the purpose of suppressing the illicit traffic in narcotic drugs. This ordinance makes owners of houses, hotels and boarding-houses responsible in cases of illicit traffic on their premises by tenants, guests or boarders. Penalties in the form of fines are prescribed for house owners who do not report to the police traffickers living in their houses. In the case of a second offence, provision is made for the confiscation and sale by auction of the premises involved. Owners of hotels and boarding-houses in which traffickers are found to be living are subject to fines. If on several occasions traffickers are found living in the same hotel or boarding-house, the hotel or boarding-house keeper's licence is to be withdrawn.

(i) *The Illicit Traffic in the Shanghai International Settlement.*

The Sub-Committee had before it, not only a very illuminating annual report for 1934 forwarded by the Shanghai Municipal Council, but also detailed reports on cases of clandestine manufacture of heroin and narcotic pills discovered in 1934 and during the first three months of 1935. These reports show clearly, on the one hand, the very great difficulties which still confront the Shanghai Municipal Council, and, on the other hand, remarkable and fruitful activity on the part of the authorities of the Settlement. The Sub-Committee desires to express publicly its appreciation both of the successful work done in the Settlement and of the very useful reports forwarded to the League.

The following extracts from the annual report for 1934 may serve to illustrate the extent of the illicit traffic, the difficulties encountered by the authorities and their specific recommendation in regard thereto :

" The use of manufactured drugs such as morphine or heroin is speedily taking the place of opium. There was a shrinkage in the quantities of seizures of raw and prepared opium and narcotic drug pills. On the other hand, a phenomenal increase was experienced in the seizure of heroin.

" A difficulty which has arisen with regard to the application of the laws in several cases, is the fact that the persons engaged in the international traffic on a large scale do not themselves handle the drugs, although they are notorious traffickers who come to Shanghai for the purpose of obtaining drugs from clandestine manufacturers to feed the illicit traffic elsewhere in the world. They sometimes obtain passports under assumed names from countries of which they are not citizens.

" The Municipal Council continued to combat the illicit traffic in opium and in manufactured drugs in the International Settlement with all the means at its disposal. The difficulties referred to in last year's report have not been removed and the problem has been further complicated by a rapid development of the clandestine manufacture of morphine and heroin. The smuggling of crude morphine, a sort of brown base from Yunnan and Szechuen, was the chief contributory cause for this marked increase.

" The Municipal Police obtained, from time to time, reliable information of large shipments of raw opium being landed in Chinese controlled territory, having secretly arrived from Iran. Enquiries have established the fact that there are large stocks of Iranian opium in Chinese controlled territory.

" Wholesale and retail prices in the illicit market remain at the same low level as stated in the annual report for the year 1933. "

VII. Penalties imposed upon Drug Traffickers.

Attention was again drawn to the exceptionally light sentences imposed in the case of Japanese traffickers in China, which in almost every instance were very materially below even the maximum at present allowed by Japanese law — three months' imprisonment — and which as a rule consisted only of a small fine. This fact has been the subject of previous comment by the Advisory Committee, and the Japanese representative stated to the Sub-Committee that he would again take up this question with his Government.

The Chinese representative indicated that, during 1934, the death penalty had been imposed in China in 263 cases involving narcotic drugs.

Information was made available from other countries to the effect that, in addition to sentences ranging up to many years' imprisonment, further punishment was often given in the form of subsequent deportation of aliens. In some Mediterranean countries, a member of a ship's crew convicted of trafficking in drugs may receive an additional penalty through permanent or temporary withdrawal of his seaman's certificate, thereby being unable to carry on his vocation.

In the United States of America, owners of steamers and vehicles (including railway carriages) which are used for smuggling drugs into the country are automatically fined amounts in direct relation to the quantity of drugs discovered. When large seizures are made, a single fine may and does run into sums as large as 100 000 Swiss francs. The risks of such drastic automatically applied fines have proved very useful in encouraging steamship companies to see to it that all possible measures are taken in order to prevent smuggling on board steamers.

The Italian Government furnished the interesting information that the company owning sleeping-cars had been made to pay part of the fine which one of its employees, convicted of drug smuggling in the sleeping-car concerned, was not able to pay himself.

The Sub-Committee was informed that the courts in Hong-Kong are at present inclined to punish traffickers by fines rather than by imprisonment, on account of the existing congestion of the prisons. On account of difficulties experienced by Japanese consular authorities in arranging for the serving of terms of imprisonment, Japanese traffickers in China were often only fined without imprisonment and only rarely deported.

VIII. Measures to prevent the Use of Ocean-going Steamers for Illicit Traffic.

An important discussion took place in regard to methods of preventing or making more difficult the smuggling of drugs on board ocean-going steamers. The Sub-Committee realised the inherent difficulties, but thought that some additional useful measures to this end could be devised to be enforced by steamship companies, ships' officers and the authorities at ports.

The Sub-Committee desires to emphasise the importance of such steps as close watch in co-operation with the authorities over the movements of suspected members of the crews, inspection of all baggage, parcels, etc., taken off or on board by them, and, further, an improved control of persons visiting ships while in port. Information was given to the Sub-Committee to the effect that, in some important ports, no control seems to be exercised over visitors coming on board. In certain ports, the decks and the interior of the steamers are overrun with peddlers, vendors and every sort of person who has no regular business on board. Such conditions obviously facilitate the clandestine embarking and disembarking of illicit drugs and generally encourage smuggling. In other ports, unauthorised persons are not allowed on board. The Sub-Committee was also informed that, in some cases, a fairly strict control is kept on the day on which the steamer arrives or sails, but no control whatsoever during the intervening periods while the steamer is in port. The Sub-Committee desires to draw attention to the fact that a strict surveillance is just as necessary in ports of call where passengers and cargo come on as in the terminal ports, and also to the desirability of searching suspected individuals and quarters on board during the voyage.

In connection with the control by authorities in the larger sea ports, the Sub-Committee decided to make the following recommendations :

(1) The local representative of the central narcotic authority to be responsible and have authority over all agents engaged in preventive work, in so far as narcotic drugs are concerned;

(2) Complete documentation in regard to suspected international traffickers should be available to such local representative of the central narcotic authority;

(3) Specialised agents from other places who are not locally known to be detailed from time to time for preventive work in the port.

IX. Drugging of Racehorses.

Information was received by the Sub-Committee showing that in recent years the practice of administering narcotic drugs to racehorses has developed incertain countries — for example, Canada, Egypt and the United States of America.

Dr. Wollner, Consulting-Chemist to the Treasury Department of the United States, made an interesting statement in regard to technical improvements in the saliva test, which is employed after races to establish whether the horses have been drugged. On this point, the Canadian representative pointed out that, in Canada, this test is used, but that other measures, such as a strict surveillance of stables at race-tracks and of railway cars used for conveying horses to race meetings, were necessary until the courts, as a result of experience, find themselves in a position more readily to accept the saliva test as conclusive evidence.

During the discussion of this section in the plenary Committee, it was pointed out that all use of narcotic drugs, which is not for medical or scientific purposes, is forbidden and is to be considered as illicit traffic. There is also the danger that drugs intended for drugging racehorses might be diverted to use by drug addicts. The Committee expressed the desire that the Health Committee be asked to undertake an enquiry to discover whether the saliva test could be employed for the purpose of ascertaining the existence of drug addiction among human beings.

X. Position as regards Seizure Reports.

In its report at the last session, the Sub-Committee drew attention to the fact that not all countries had regularly sent in reports on important cases of illicit traffic. The situation in this respect may be said to have improved in the last six months. The Sub-Committee much appreciates the regular monthly reports received from Hong-Kong and the Straits Settlements in regard to seizures of raw and prepared opium and in individual reports in respect of important seizures of drugs ; it has already been stated that the Shanghai Municipal Council forwards quarterly reports. In this connection it may be mentioned that, since August 1934, the United States Government has sent monthly reports on minor heroin seizures, in addition to individual reports on important cases. While reference is made in another place to the co-operation given to the Committee by the Shanghai Municipal Council, the Committee wishes to express here its appreciation of the activities of and the reports received from the authorities of certain other concessions and settlements in China.

The Sub-Committee, realising the value of co-operation between Governments in efforts to suppress the illicit traffic, decided to request the Secretariat to communicate directly to interested Governments details of cases reported to it unless the reports themselves indicate that the interested Governments have already been notified. It is felt that such communications will in many cases enable Governments more promptly to take such further action of a preventive nature as the circumstances may require.

ANNEX 2.

O.C.S.242(*a*)(1).

Geneva, May 24th, 1935.

SUPPLEMENTARY REPORT OF THE SUB-COMMITTEE ON SEIZURES ON ITS SEVENTH SESSION.

At the request of the Advisory Committee, the Sub-Committee considered two questions which had been referred to it by the Committee :

1. Smuggling by International Sleeping-Cars and Dining-Cars.

The Sub-Committee discussed document O.C.1590 containing the replies from Governments to a Circular Letter of June 28th, 1934 (C.L.108.1934.XI).

The Sub-Committee noted with satisfaction that twenty-nine Governments had up to April 15th, 1935, replied to the Circular Letter and in most cases furnished detailed and interesting information on this subject.

On the basis of information supplied by Governments, the Sub-Committee were of opinion that, on the whole, the smuggling of drugs on international sleeping-cars and dining-cars does not at present constitute a serious problem. The Sub-Committee noted that, with the increased use of automobiles, traffickers do not seem to be using sleeping-cars and dining-cars for smuggling purposes so much as formerly. It appears, however, that the Simplon-Orient-Express, which runs between Istanbul and Paris and during its journey crosses several countries, has been to a certain extent

used for the smuggling of opium and drugs and is still being so used. As late as in December 1934, the Italian authorities discovered what would appear to be an organised traffic in raw opium in which were implicated well-known international traffickers who had as their accomplice one of the attendants of a sleeping-car. It would seem desirable, therefore, that the responsible authorities of the countries through which this express passes should exercise strict surveillance over this train.

A study of the information furnished leads the Sub-Committee to conclude that, as a general rule, an effective control is maintained over the international sleeping-car and dining-car services and that no further action by the Advisory Committee would seem to be necessary, at any rate for the present.

The Governments of Austria, Italy, the Netherlands, Roumania, Switzerland and Czechoslovakia informed the Committee that they had, as a result of the Advisory Committee's discussions on this subject, taken special measures to strengthen the control, and the Governments of Bolivia, France and Greece stated that special measures were under contemplation.

The representative of China communicated to the Sub-Committee a summary of the regulations issued in March 1935 by the Chinese Ministry of Railways, instituting a special system of control over railway employees in order to prevent them from taking part in the illicit traffic in opium and narcotic drugs. To this end all the employees had been instructed to form groups of three, each member of the group guaranteeing that the others will not take part in any smuggling operation. Each member of a group is held responsible for any smuggling carried on by the other members of his group unless such activities are reported by him to the authorities. This system is in conformity with the custom in China, according to which a person obtaining employment is sometimes required to be guaranteed by others.

2. Exchange of Information in relation to Methods of determining the Presence of Narcotic Drugs.

The Sub-Committee heard with interest from Dr. Wollner a statement of his views in connection with the expediency for the exchange of information relative to the progress made in the discovery of new and the improvement of old methods for determining the presence of narcotic drugs — *e. g.*, pills and preparations, cannabis and its various modifications, — which would be of use to the police and narcotic authorities in the preparation of cases for the courts.

The Sub-Committee was unanimously of the opinion that the suppression, by means of concentrated police action, of the abuse of narcotic drugs takes for granted one basic concept — viz., that, in whatever form or condition the drug may be seized, it must be positively identified to the satisfaction of the courts as a particular and specific narcotic drug.

The Sub-Committee, therefore, recommends that countries which, through their respective narcotic services, exchange information in relation to narcotic matters, should extend such exchange so as to include such technical data and specifications on this point as may, from time to time, become available and be of value to their respective narcotic and scientific services.

ANNEX 3.

INSTRUCTIONS GIVEN BY THE ADVISORY COMMITTEE TO ITS SUB-COMMITTEE ON SEIZURES AND TO ITS SECRETARIAT IN REGARD TO THE METHOD OF DEALING WITH QUESTIONS OF ILLICIT TRAFFIC.

The Advisory Committee expressed the view that the methods hitherto applied by the Sub-Committee on Seizures and the Secretariat have proved their usefulness and should be maintained for the future. As in the past, the Secretariat should collect all the necessary particulars contemplated in Article 23 of the 1931 Convention and obtain from the Governments concerned any additional information which might be useful for the Sub-Committee on Seizures.

Information communicated by a Government may be published, unless it is of a confidential character. It remains understood that, before any information affecting another country is made public, the Secretariat should do everything possible to consult with the representative of the country concerned and, as a rule, request the observations of the Government concerned. On the other hand, taking into consideration the requirements of the work and the results to be obtained, the Secretariat is not obliged to await the reply from the Government concerned before communicating to the Advisory Committee or the Sub-Committee on Seizures information, the utility of which is often directly dependent on its early communication. The Secretariat should in its report to the Committee state the fact if a Government has not replied to the enquiries of the Secretariat.

The Sub-Committee on Seizures should, on the basis of the information available, establish its report to the Advisory Committee in accordance with the principles hitherto followed, drawing attention, not only to information tending to reveal the general trend of the illicit traffic and problems

connected therewith, but also bringing forward without delay specific cases of seizures or illicit traffic, the knowledge of which may be of importance to Governments in their concerted campaign against illicit traffic, or which could appropriately be brought to public notice with a view to keeping the public informed in regard to the illicit traffic and thus enlisting public interest in its suppression.

ANNEX 4.

O. C. 1608 (1).

Geneva, May 31st, 1935.

REPORT OF THE PERMANENT SUB-COMMITTEE FOR THE APPLICATION OF THE CHAPTER IV OF THE HAGUE CONVENTION ON ITS FOURTH SESSION.

During the twentieth session of the Advisory Committee, the Sub-Committee, under the Chairmanship of M. Casares (Spain), held two meetings and considered the following questions :

1. Survey of the Conditions and Circumstances of the Co-operation between the Chinese Authorities and the Authorities in the Foreign Concessions, Settlements and Leased Territories in China.

It will be recalled that the Sub-Committee, at its previous session in November 1934, was informed by the representative of China that the Chinese Government agreed to extend the proposed survey to an investigation on the spot into the conditions and the circumstances attaching to the collaboration between the Chinese authorities and the authorities of the countries referred to in Chapter IV of the Hague Convention for the application of the provisions of that chapter, and that the Sub-Committee had agreed that the questions of clandestine manufacture came under the provisions of Article 15 of the Hague Convention in so far as they had a direct relation to the questions dealt with in Chapter IV. After the acceptance by the Chinese Government of this extension of the scope of the survey, the members of the Sub-Committee were asked to obtain the instructions of their Governments in regard to the survey as agreed to by the Chinese Government.

The representatives of the Netherlands, Italy, the United States of America, France and Japan informed the Sub-Committee of the views of their Governments. The Sub-Committee had also before it a letter on this subject from Mr. Harris, representative of the United Kingdom. The Sub-Committee concluded that the majority of the Treaty Powers considered that a new situation had arisen in view of the strict measures taken since May 1934 by the Chinese Government for the control of the cultivation of the poppy and of opium-smoking, the suppression of clandestine manufacture and of the illicit traffic in narcotic drugs and in opium ; and, further, in view of the improvement in the situation in certain concessions and settlements as regards the suppression of the illicit traffic, certain members were of the opinion that the study should be proceeded with. The Sub-Committee, however, taking note of the above facts, took the view that, for the time being, no further steps could be taken in this matter, but that the plan of undertaking this survey should be retained on its agenda and taken up again as soon as some experience had been gained of the effect of the new facts referred to above.

The Sub-Committee considered that, for the moment, the matter would best be left in the hands of the Chinese and foreign authorities in China concerned. The members of the Sub-Committee were asked to suggest to their Governments that the authorities concerned be requested to extend as much as possible the co-operation with the Chinese authorities. The representative of China stated that, in his view, the improvement in the situation in certain concessions and settlements was due directly to the work of the Advisory Committee and this Sub-Committee.

2. Replies by Governments and by the Authorities of the Concessions and Settlements to the Questionnaire adopted by the Advisory Committee in October 1933.

The Sub-Committee noted that the Chinese Government and some of the Governments of the Treaty Powers in China had forwarded their replies to the questionnaire. Replies had also been received from the Shanghai Municipal Council, the Japanese Concessions in Hankow and Tientsin, the Mayor and the Consul of the Italian Concession, Tientsin and the British Consuls-General at Tientsin and Canton, in respect of the British Concessions at Tientsin and Shameen. In view of the fact that not all replies had yet been received, the Sub-Committee decided to postpone the consideration of these replies and ask the Secretariat to prepare for the next session summarised information of the replies received, which might take the form of a synoptical table.

3. Resolution adopted by the Advisory Committee at its Eighteenth Session concerning Deportation from China of Drug Traffickers, concerning adequate Penalties in Extra-Territorial Jurisdiction, and concerning the Withdrawal of Protection from Vessels engaging in the Illicit Traffic

The representative of China informed the Sub-Committee of the satisfaction that was felt in China over the adoption of this resolution, which had been communicated by the Chinese Government to all local authorities.

The Sub-Committee took note of the replies received and decided to postpone further consideration of these replies until next session, when it was expected that more replies would be available.

In regard to the question of adequate penalties for drug traffickers in extra-territorial jurisdiction, an exchange of views took place, and the representative of Japan agreed to take up with his Government again the question of a substantial increase in the penalties applicable to Japanese traffickers in China and other questions referred to in the resolution.

On the question of deportation of drug traffickers from China, a suggestion was made that it might be desirable to endeavour to obtain the desired results by international agreement. Such agreement might be facilitated by the conclusion of the proposed international Convention for the Suppression of the Illicit Traffic.

4. Situation in the Foreign Concessions and Settlements

The Sub-Committee noted with satisfaction the strict measures applied by the authorities of the Shanghai International Settlement and the French Concession in Shanghai for the purpose of suppressing the illicit traffic in these areas. It decided to pay a special tribute to the French Consul-General in Shanghai, M. Meyrier, and to the authorities of the French Concession who had recently, according to official information and independent witnesses, succeeded in effecting a radical clean-up among the powerful ring of traffickers which had until recently operated in the French Concession.

The Situation in Tientsin and North China was discussed on the basis of information supplied by the representatives of China and Japan (see documents O. C. 1569(*c*) and O. C. 1597 (*a*)). The representative of Japan undertook to request the Japanese authorities to do everything within their power to improve the situation in Tientsin and North China.

ANNEX 5.

O. C. 1607 (1).

Geneva, May 31st, 1935.

REPORT OF THE SUB-COMMITTEE ON CANNABIS ON ITS FIRST SESSION.

The Sub-Committee on cannabis, composed of the representatives of Canada, Egypt, France, India, Mexico, the Netherlands, Poland, Spain, the United Kingdom and the United States of America, together with Dr. de Myttenaere, assessor of the Committee, met on May 29th, 1935, and elected as chairman Mr. Fuller, the representative of the United States of America.

The Sub-Committee surveyed generally the task which had been entrusted to it by the Committee, as set forth in the Committee's report to the Council on its nineteenth session—namely, to study the whole problem of Indian hemp, calling to its assistance the co-operation of experts, doctors and others who have had local experience with this problem in Africa, in Asia or in America.

The Sub-Committee took into consideration the series of documents on this subject before the Opium Advisory Committee, including :

- O. C. 1542. Preliminary Note on the Chief Aspects of the Problem of Indian Hemp and the Laws Relating thereto in force in Certain Countries ;
- O. C. 1542(*a*). Principal Customary Preparations of Indian Hemp Resin, and Résumé of Preceding Document ;
- O. C. 1542(*b*). Relating to the Regulations applicable to Indian Hemp in Syria and the Lebanon ;
- O. C. 1542(*c*). Observations of Governments on document O. C. 1542 ;
- O. C. 1542(*c*). *Addendum* Memorandum forwarded by the Representative of the United States of America on the position in the United States of America ;
- O. C. 1542(*d*). Note on Indian Hemp as it affects Egypt ;

all of which were in the hands of the Committee before the opening of the present session. The Sub-Committee also had before it and considered the following documents, which have been circulated since the opening of the session :

O. C. 1542(*e*). Special Report by the Government of Jamaica on the Smoking of " Ganja " ;
O. C. 1542(*f*). General Note on Hashish and the Legislative Situation in the Belgian Congo ;
O. C. 1542(*f*), *Addendum.* Attempt to substitute the Use of Tobacco for the Use of Indian Hemp in the Belgian Congo.

At the last session of the Committee, the Secretariat was requested to prepare a bibliography as complete as possible of the literature relating to *Cannabis sativa* var. Indian hemp, and the Sub-Committee had before it a document, prepared by the Library of the League of Nations, entitled " List of Works on Hashish catalogued in the Library of the League of Nations " (Miscellaneous Bibliographies No. 5). The Sub-Committee expresses its appreciation of the care and effort which was devoted to the preparation of this document, and requests the members of the Opium Advisory Committee to assist the Library in every way that they can by sending in suggestions which may serve to complete this bibliography.

The Sub-Committee also had before it document O. C. 1542 (*g*), a note on Indian hemp, by Dr. F. de Myttenaere, the Assessor of the Committee, which included, not only a very full descriptive bibliography, but also a description of investigations made by the author into the question of chemical tests to determine the presence of cannabinol and the cannabinol content of substances. The Sub-Committee regards this document as most valuable and worthy of careful study.

During the discussions, the importance was emphasised of devising a simple test to establish the presence of cannibinol, which may be regarded as indicative that the substance concerned is *Cannabis sativa* or a derivative thereof — a test which can be quickly performed on the spot by a local chemist or by a police officer who is not a chemist, but which will be accepted by a court as conclusive evidence.

Dr. de Myttenaere reported that his researches in regard to the Beam test for cannabinol led him to believe that the recommendation of the chemist Trollé that this test should no longer be regarded by police and Customs laboratories as reliable is not entirely justified. In the document which he submitted, the Assessor described the method by which he suggests that the Beam test might well be applied. The members of the Opium Advisory Committee are requested to furnish, by approved channels, to the Assessor, samples of the various substances prepared from *Cannabis sativa* for sale to addicts in order to assist him in his further study of this subject.

The Sub-Committee recommends that the Government chemists of those Governments which maintain direct informal exchange of police information concerning the illicit traffic in narcotic drugs, exchange information on the subject of their respective researches on this problem through the appointed correspondents and that they include in this exchange the Assessor, Dr. de Myttenaere.

With regard to securing the collaboration of medical and chemical experts, the Sub-Committee recommends that, at the outset, an exchange of views be arranged, to take place by correspondence conducted through the Secretariat, between medical experts on medical subjects and between chemical experts on chemical subjects. In arranging this exchange, the Sub-Committee suggests that each expert should be given the full documentation which has been circulated to the Committee, and should be informed of the desirability of caution in giving publicity to the results of researches which might be of aid to illicit traffickers.

On the basis of the suggestions made, upon request, by several Governments, the Sub-Committee recommends that the Committee ask the Secretariat to address, with a view to securing their collaboration along the lines indicated, the following experts :

Lieutenant-Colonel A. G. BIGGAM, former Professor of Clinical Medicine at Qasr-el-Aini Hospital at Cairo, now Assistant Professor of Tropical Medicine at the Royal Army Medical College at Millbank (London) ;

Dr. Walter L. TREADWAY, Assistant Surgeon-General of the Public Health Service of the United States of America ;

Professor J. RODHAIN, Director of the " Prince Leopold " Intitute of Tropical Medicine at Antwerp ;

Dr. BOUQUET, Chemist to the Tunis hospitals ;

Colonel MARTIN, Director of the Health Service of the High Commissariat of Syria ;

Dr. CHARNOT, Head of the Biological Chemistry and Toxicology Service of the Institute of Rabat.

The Sub-Committee further suggests that these experts might also be asked to examine into the possibility of simplifying and unifying the nomenclature applied to the substance defined as " Indian hemp " in the Geneva Convention of 1925 with a view to avoiding confusion between the various substances ordinarily referred to as " hemp " and between the various forms in which *Cannabis sativa* appears (plant itself, flowering tops, resin), and with a view to finding a single term which will characterise the substance in a precise and scientific manner and will be adapted for ordinary popular use and for the use of Customs authorities.

The Sub-Committee further proposes that studies should be undertaken by the experts to determine whether or not Indian hemp or *Cannabis sativa* in its various forms is habit-forming and whether a sudden cessation of its use by persons habituated to that use gives rise to withdrawal phenomena. It is also considered desirable that there should be an exchange of views on the methods of treating the conditions which result from the abuse of this dangerous drug.

The Sub-Committee did not go into the question of galenical preparations of *Cannabis sativa*, but its attention was drawn to the fact that the present international conventions, in so far as internal control is concerned, establish a control for preparations of the resin of this drug, which is less strict than that prescribed for other drugs. It was also pointed out that the legislation in regard to *Cannabis sativa* in its various forms goes much further in some countries than do the conventions. In view of the recent developments in respect of *Cannabis sativa*, the Sub-Committee recommends to the Opium Advisory Committee that the Secretariat be asked to study this question with a view to the possible expediency of recommending a modification of, or an addition to, the existing conventions.

The Sub-Committee also recommends that the question of the cause and effect of the abuse of *Cannabis sativa* be studied and that information in regard thereto be collected in respect of all countries, particularly those situated in the north of Africa.

The Sub-Committee also recommends to the Committee to add to its membership the representative of Siam, in view of the interest which that country has in this problem and in order that the Sub-Committee may profit by the experience of that country.

ANNEX 6.

O.C.1535(*f*)(1).

Geneva, May 30th, 1935.

REPORT OF THE SUB-COMMITTEE ON THE ENQUIRY INTO THE SYSTEM OF IMPORT CERTIFICATES AND EXPORT AUTHORISATIONS.

SUGGESTIONS AND RECOMMENDATIONS REGARDING THE WORKING OF THE SYSTEM.

In order to complete the enquiry into the system of import certificates and export authorisations, the Advisory Committee decided, at its meeting of May 24th, 1935, to transmit to all Governments the study contained in pages 5 to 13 (the Secretariat being left to amend or supplement these pages in the light of observations made or information received) as well as in pages 44 to 47 (inclusive) of document O.C.1535, at the same time requesting the Governments to state whether they conform in the home country as well as in dependencies, protectorates, colonies, etc., to the entire system described and to specify the legislative or administrative texts in force, noting the points on which there is a difference of procedure.

The above communication will be accompanied by the Table O.C.1535(*e*) containing the names and addresses of the authorities issuing import certificates and export authorisations, together with information relating to the date when the certificate system came into force and to the forms used by the different countries. Governments will be requested to correct or supplement this table in respect of their home countries, dependencies, protectorates, colonies, etc.

The Advisory Committee thought that the enquiry might be usefully supplemented by the following observations or recommendations, which are accordingly submitted to the Governments for all useful purposes.

(1) *Lack of Uniformity in the Forms.*

The preliminary enquiry into the forms of certificates, which covered more than forty countries, revealed wide divergencies between the forms used for the import certificate, the export authorisation, the diversion certificate and the bonding certificate.

The Advisory Committee was of opinion that it was desirable to standardise the forms in question as far as possible, and it drew up the attached texts of an import certificate and an export authorisation in order to facilitate the work of the Governments in the direction of uniformity.

The import certificate corresponds with the model certificate attached to the 1925 Convention, but is supplemented by certain indications based on the Model Code.

The export authorisation is based on the indications contained in the 1925 Convention and in the Model Code.

It did not appear desirable to draw up any special model in the case of the other forms, the forms of the import certificate and export authorisation lending themselves readily to application with slight modifications. For the import authorisation, the model form of import certificate (Appendix I) can be used with the necessary adaptations.

(2) *Languages in which the Forms are drawn up.*

The Advisory Committee found that the different certificates are frequently drawn up only in the language of the country of origin, and this makes the work of the foreign administrations difficult. In order to avoid administrative delays, the Advisory Committee recommends Governments to draw up the certificates with an interlinear translation into one of the two official languages (English and French) of the League of Nations.

(3) *Number of Original Certificates.*

The Advisory Committee found that the procedure as to the number of originals of import certificates and export authorisations issued varies greatly in different countries. Without desiring to express an opinion upon the advantages of limiting or increasing the number of originals used, the Advisory Committee recommends that the destination of each original should be printed clearly and, if possible, diagonally on the original in question, in order to avoid fraudulent misuse. Model certificates, with such an inscription diagonally printed, are annexed to the present report in illustration (see Appendices I and II).

(4) *Persons authorised to fill in the Various Certificate Forms.*

In some countries the import certificate or export authorisation form is filled in by the parties concerned and checked by the competent authorities. In other countries, on the other hand, the trader fills in a form of application for an import or export authorisation, and it is the authorities themselves who fill in the forms on the basis of the application. Without expressing an opinion as to the relative value of the two methods, though agreeing with certain members of the Committee that the second method is the safer, the Advisory Committee draws the attention of the authorities to the necessity for very strict control to prevent abuses, whether at the time of filling in the forms or at the time of their issue to the parties concerned.

(5) *Forgery of Import Certificates.*

I. The Advisory Committee considered the following points, on which it requested the Governments to communicate information :

(*a*) Some countries have only one original certificate which is duly signed. The copies merely bear facsimiles of signatures. Other countries consider that each copy should be signed, since the fact of copies without the original signature being circulated may give rise to abuses. The Advisory Committee requests Governments to inform it as to which of the two methods is in application by them in the case of their authorisations and certificates. The Advisory Committee will in due course communicate the information received on this subject to the Governments.

(*b*) It was pointed out to the Advisory Committee that certain countries used special paper for authorisations and certificates with a view to preventing fraud. Governments are requested to state whether such is the practice in their respective countries.

II. In order to prevent the forgery of import certificates by merchants or traders, the Advisory Committee recommends Governments to adopt the following measures :

(*a*) The original import certificate to be handed to the importing merchant, the latter being required to transmit it to the trader in the exporting country. This certificate, transmitted by the exporting merchant in support of his application for export, to remain in the records of the authority issuing the export authorisation.

(*b*) On issue of an import certificate to a merchant, a duplicate of this certificate to be sent directly by the authority of the importing country to the authority of the exporting country.

On the completion of the export or on the expiry of the time-limit fixed for the import, the Government of the exporting country to send back the duplicate of the import certificate, duly endorsed, to the Government of the importing country. The endorsement to specify the quantity actually exported or, on expiry of the time-limit fixed for the validity of the certificate, to state that no export has taken place.

The Advisory Committee draws the attention of the Governments to the fact that the procedure recommended above under point(*a*) is not applicable in the case of diacetylmorphine, which is subject to the special regime laid down in Article 10 of the Limitation Convention of 1931.

(6) *Mechanism of the Certificate System.*

The mechanism of the certificate system raises a point of procedure which many countries apparently fail to appreciate — namely, that the Convention clearly distinguishes between the import certificate and the import authorisation. The Advisory Committee felt that it was desirable to leave every latitude in this connection to the Governments; but, in order to facilitate effective control, it requests them to state whether they apply in its entirety the mechanism of the certificate system as illustrated by a graph in document O.C.1535.

Appendix I.

Model Form of Import Certificate.

International Opium Conventions.

(The Hague 1912, Geneva 1925, Limitation Convention 1931)

Certificate of Official Approval of Import No.......

I hereby certify that the Ministry of. . . . ., being the Ministry charged with the administration of the law relating to the dangerous drugs to which the International Opium Conventions apply, has approved the importation by :

(*a*) Name, address and business of importer	(*a*) . . . .
(*b*) Exact description and amount of drug to be imported	of (*b*) . . . .
(*c*) Name and address of firm in exporting country from which the drug is to be obtained	from (*c*) . . . .
(*d*) State any special conditions to be observed—*e.g.*, not to be imported through the post	subject to the following conditions . . . .
(*e*) State, if possible, Customs office through which the goods will be imported	. . . .
(*f*) State, if possible, route to be followed by the goods	. . . .
(*g*) Period within which the import is to be effected	. . . .

and is satisfied that the consignment proposed to be imported is required :

(1) for legitimate purposes (in the case of raw opium and the coca leaf) [1];

(2) solely for medical or scientific purposes (in the case of drugs to which Chapter III of the 1925 Convention and Article 1 of the 1931 Convention apply, and Indian hemp).

Signed on behalf of the Ministry of. . . . .

(Signature) . . . .

(Official rank). . . . .

(Date). . . . .

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[1] Where the use of prepared opium has not yet been suppressed and it is desired to import raw opium for the manufacture of prepared opium, the certificate should be to the effect that the raw opium to be imported is required for the purpose of manufacturing prepared opium for use under Government restrictions pending complete suppression, and that it will not be re-exported.

Appendix II.

Model Form of Export Authorisation.

International Opium Conventions.

(The Hague 1912, Geneva 1925, Limitation Convention 1931)

Official Authorisation of Export No........

Copy to accompany the consignment

I hereby certify that the Ministry of. . . . . , being the Ministry charged with the administration of the law relating to the dangerous drugs to which the International Opium Conventions apply, has approved the exportation of :

(*a*) Name, address and business of exporter	(*a*) . . . .
(*b*) Exact description and amount of drug to be exported	of (*b*) . . . .
(*c*) Name and address of firm in importing country requiring the drug	to (*c*) . . . .
(*d*) Number and date of import certificate and indication of the authority issuing this certificate	. . . .
(*e*) State any special conditions to be observed—*e.g.*, not to be imported through the post	subject to the following conditions (*e*) . . . .
(*f*) Customs office through which the goods will be exported	. . . .
(*g*) State, if possible, route to be followed by the goods	. . . .
(*h*) Period within which the export is to be effected	. . . .

Signed on behalf of the Ministry of . . . .

(Signature) . . . .

(Official rank). . . . .

(Date) . . . .

ANNEX 7.

Geneva, June 5th, 1935.

TABLE INDICATING THE DATES OF RATIFICATION OR ACCESSION TO THE INTERNATIONAL CONVENTIONS ON OPIUM AND OTHER DANGEROUS DRUGS.

Pays	International Opium Convention, The Hague, January 23rd, 1912 [1]	International Opium Convention, Geneva, February 19th, 1925	Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, Geneva July 13th, 1931,	Country
EUROPE.				EUROPE.
Albanie	3.II.25	—	—	Albania.
Allemagne	10.I.20	15.VIII.29	10.IV.33	Germany.
Autriche	16.VII.20	25.XI.27	3.VII.34	Austria.
Belgique	14.V.19	24.VIII.27	10.IV.33	Belgium.
Royaume-Uni de Grande-Bretagne et d'Irlande du Nord	10.I.20	17.II.26	1.IV.33	United Kingdom of Great Britain and Northern Ireland.
Bulgarie	9.VIII.20	9.III. 27	20.III.33	Bulgaria.
Danemark	21.X.21	23.IV.30	—	Denmark.
Dantzig (Ville libre de)	5.III.31	16.VI.27	18.IV.33	Danzig (Free City of).
Espagne	25.I.19	22.VI.28	7.IV.33	Spain.
Estonie	20.IV.23	30.VIII.30	—	Estonia.
Finlande	16.V.22	5.XII.27	—	Finland.
France	10.I.20	2.VII.27	10.IV.33	France.
Grèce	30.III.20	10.XII.29	27.XII.34	Greece.
Hongrie	26.VII.21	27.VIII. 30	10.IV.33	Hungary.
Irlande (Etat libre d')	10.I.20	1.IX.31	11.IV.33	Irish Free State.
Islande	21.X.21	—	—	Iceland.
Italie	10.I.20	11.XII.29	21.III.33	Italy.
Lettonie	18.I.32	31.X.28	—	Latvia.
Liechtenstein	—	—	—	Liechtenstein.
Lithuanie	—	13.II.31	10.IV.33	Lithuania.
Luxembourg	21.VIII.22	27.III.28	—	Luxemburg.
Monaco	26.V.25	9.II.27	16.II.33	Monaco.
Norvège	20.IX.15	16.III.31	12.IX.34	Norways.
Pays-Bas	11.II.15	4.VI.28	22.V.33	Netherlands.
Pologne	10.I.20	16.VI.27	11.IV.33	Poland.
Portugal	8.IV.20	13.IX.26	17.VI.32	Portugal.
Roumanie	14.IX.20	18.V.33	11.IV.33	Roumania.
Saint-Marin	—	21.IV.26	12.VI.33	San Marino.
Suède	13.I.21	6.XII.30	12.VIII.32	Sweden.
Suisse	15.I.25	3.IV.29	10.IV.33	Switzerland.
Tchécoslovaquie	10.I.20	11.IV.27	12.IV.33	Czechoslovakia.
Turquie	15.IX.33	3.IV.33	3.IV.33	Turkey.
U. R. S. S.	—	—	—	U. S. S. R.
Yougoslavie	10.II.20	4.IX.29	—	Yugoslavia.
AMÉRIQUE.				AMERICA.
Amérique du Nord :				North America :
Canada	10.I.20	27.VI.28	17.X.32	Canada.
Etats-Unis d'Amérique	11.II.15	—	28.IV.32	United States of America.
Amérique centrale :				Central America :
Costa-Rica	29.VII.25	8.I.35	5.IV.33	Costa Rica.
Cuba	8.III.20	6.VII.31	4.IV.33	Cuba.
République Dominicaine	14.IV.31	19.VII.28	8.IV.33	Dominican Republic.
Guatémala	10.I.20	—	1.V.33	Guatemala.

[1] In regard to the Hague Convention, the date corresponds to the date of signature of the Protocol relative to the bringing into force of the Convention—*i.e.*, the actual date of the entry into force.

Pays	International Opium Convention, The Hague, January 23rd, 1912 [1]	International Opium Convention, Geneva, February 19th, 1925	Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, Geneva, July 13th, 1931	Country
AMÉRIQUE (*suite*)				AMERICA (*contd.*)
Haïti	30.VI.20	—	4.V.33	Haiti.
Honduras	3.IV.15	21.IX.34	21.IX.34	Honduras.
Mexique	8.V.25	—	13.III.33	Mexico.
Nicaragua	3.XI.20	—	16.III.32	Nicaragua.
Panama	25.XI.20	—	15.IV.35	Panama.
Salvador	29.V.31	2.XII.26	7.IV.33	Salvador.
Amérique du Sud :				South America :
Argentine	—	—	—	Argentine.
Bolivie	10.I.20	15.IV.32	—	Bolivia.
Brésil	10.I.20	10.VI.32	5.IV.33	Brazil.
Chili	18.V.23	11.IV.33	31.III.33	Chile.
Colombie	30.VI.24	3.XII.30	29.I.34	Colombia.
Equateur	23.VIII.23	23.X.34	13.IV.35	Ecuador.
Paraguay	—	—	—	Paraguay.
Pérou	10.I.20	—	20.V.32	Peru.
Uruguay	10.I.20	11.IX.30	7.IV.33	Uruguay.
Venezuela	12.VII.27	19.VI.29	15.XI.33	Venezuela.
ASIE.				ASIA.
Afghanistan	—	—	—	Afghanistan.
Arabie Saoudienne	—	—	—	Sa'udi Arabia.
Chine	11.II.15	—	10.I.34	China.
Inde	10.I.20	17.II.26	14.XI.32	India.
Irak	—	8.VIII.31	30.V.34	Iraq.
Iran	—	—	28.IX.32	Iran.
Japon	10.I.20	10.X.28	3.VI.35	Japan.
Siam	10.I.20	11.X.29	22.II.34	Siam.
AFRIQUE.				AFRICA.
Egypte	—	16.III.26	10.IV.33	Egypt.
Ethiopie	—	—	—	Ethiopia.
Libéria	30.VI.20	—	—	Liberia.
Soudan	10.I.29	20.VI.26	25.VIII.32	Sudan.
Union de l'Afrique du Sud	10.I.20	17.II.26	—	Union of South Africa.
OCÉANIE.				OCEANIA.
Australie	10.I.20	17.II.26	24.I.34	Australia.
Nouvelle-Zélande	10.I.20	17.II.26	17.VI.35	New Zealand.

PARTIES TO THE AGREEMENT CONCERNING THE SUPPRESSION OF THE MANUFACTURE OF, INTERNAL TRADE IN, AND USE OF PREPARED OPIUM.

(*Signed at Geneva, February* 11*th*, 1925).

	Date of ratifications
British Empire	17.II.26
India	17.II.26
France	29.IV.26
Japan	10.X.28
Netherlands	1.III.27
Portugal	13.IX.26
Siam	6.V.27

PARTIES TO THE AGREEMENT FOR THE SUPPRESSION OF OPIUM-SMOKING.

(*Bangkok, November* 27*th*, 1931.)
(Not yet in force.)

	Date of ratification
United Kingdom of Great Britain and Northern Ireland	3.IV.33
France	10.V.33
The Netherlands	22.V.33
Portugal	27.I.34
Siam	19.XI.34

[1] See footnote 1 on page 38.